

KENTUCKY'S ELEMENTARY AND SECONDARY PUBLIC SCHOOL TEXTBOOK PROGRAM

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The Program Review and Investigations Committee is a 16-member bipartisan committee. According to KRS Chapter 6, the Committee has the power to review the operations of state agencies and programs, to determine whether funds are being spent for the purposes for which they were appropriated, to evaluate the efficiency of program operations and to evaluate the impact of state government reorganizations.

Under KRS Chapter 6, all state agencies are required to cooperate with the Committee by providing requested information and by permitting the opportunity to observe operations. The Committee also has the authority to subpoena witnesses and documents and to administer oaths. Agencies are obligated to correct operational problems identified by the Committee, and must implement the Committee's recommended actions or propose suitable alternatives.

Requests for reviews may be made by any official of the executive, judicial or legislative branches of government. Final determination of research topics, scope, methodology and recommendations is made by majority vote of the Committee. Final reports, although based upon staff research and proposals, represent the official opinion of a majority of the Committee membership. Final reports are issued after public deliberations involving agency responses and public input.

FOREWORD

The 1986 General Assembly, in House Concurrent Resolution No. 74, requested the Program Review and Investigations Committee to conduct a study of the state's elementary and secondary school textbook program. The resulting report, which follows, and its recommendations were adopted by the Committee on May 4, 1987.

This report is the result of dedicated time and effort of the Program Review staff and their secretaries, Jeanie Sutherland and Susan Eastman. Our appreciation is extended to the Department of Education, local school districts, and the State Textbook Commission, who cooperated in this study. Particular appreciation is extended to Crichton Comer and Tom Dowler, with the Division of Textbook Services, and Jim Baugher, in the Department of Information Systems.

Vic Hellard, Jr.
Director

September, 1987 ·
Frankfort, Kentucky

MEMORANDUM

TO: The Honorable Martha Layne Collins, Governor
Members of the Kentucky General Assembly
Affected Agency Heads and Other Readers

FROM: Representative C. M. "Hank" Hancock, Chairman
Program Review and Investigations Committee

DATE: September, 1987

RE: Final Adopted Report—*Kentucky's Elementary and Secondary School Textbook Program*

Attached is the final report and recommendations on the State Textbook Program, as directed by 1986 HCR 74 and as approved by the Program Review and Investigations Committee on May 4, 1987.

This report is presented in two formats, a summary paper (colored pages) and a detailed report with appendices. The summary paper is designed to present a concise description of the findings and recommendations of this study and should be sufficient information for the general reader. The full report contains detailed explanations of the findings and related data for the reader interested in a more thorough understanding. The appendices include supplemental data to the full report and information requested by the Committee.

After a description of the State Textbook System, the first major section of the report discusses Kentucky's inability to provide textbooks to elementary and secondary schools in an orderly manner, as set out by the six-year cycle concept and dictated in KRS Chapter 156. The major contributing factor leading to the disruption of textbook purchases through the cycle system is serious underfunding of the program. Specifically, the approximately \$10 million shortfall in FY 1982 disrupted purchasing patterns even to the present day.

Recommendations made concerning full implementation of the cycle system include additional funding of the program, regrouping of textbook subjects for purposes of

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equalizing the budget and consideration of varying the cycle lengths for subjects based on durability, content changes and grade level of use and particular subject.

Another major area of the report concerns the centralized textbook selection system. The responsibilities of statewide selection rest primarily with the State Textbook Commission. There exists a lack of a clear and articulated purpose in legislative intent and Department of Education policy. Additional problems relate to the existing organizational structure which limits the range of expertise available to adequately assess textbooks over a wide range of subject area. Absence of official standards and uniform review procedures contributes to the lack of confidence in the screening process.

Recommendations to support the centralized selection system include a clear statement of purpose, use of expert reviewers in specific subject areas, the development of evaluation criteria and additional guidance, and support from the Department of Education.

In the final chapter of the report, the secondary school textbook rental program is discussed. Rental fees generate approximately 55% of the money necessary to provide high school textbooks. This is primarily due to the fact that 43% of all textbooks are provided free, mostly to students who are considered indigent. Local school districts are dissatisfied with the high school textbook program, mainly because they must cover the total expenditures of the books when the rental program does not.

Committee discussion included a recommendation to use state general funds for textbooks used by high school students qualifying for the free and reduced lunch program. A motion to this effect was made, but failed to pass.

Any questions or comments concerning this study should be addressed to Joseph F. Fiala, Ph.D., Assistant Director, Program Review and Investigations Committee.

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SUMMARY

PROGRAM EVALUATION: KENTUCKY'S ELEMENTARY AND SECONDARY PUBLIC SCHOOL TEXTBOOK PROGRAM

CHAPTER I: INTRODUCTION

A review of the Commonwealth's textbook selection program approved by the Program Review and Investigations Committee had four main objectives:

- To determine the statutory requirements and administrative policies and practices of the Kentucky elementary and secondary textbook program.
- To assess the effectiveness of the Department of Education and State Textbook Commission to provide current and quality textbooks to school districts, through the implementation of a Textbook Adoption Cycle and central purchasing system.
- To assess the effectiveness of the local school districts to provide current and quality textbooks to students, through their textbook adoption process, requisition schedules and distribution cycles.
- To assess the funding levels and patterns for the K-8 free textbook program and compare state allotments with actual expenditures and need for textbooks and supplemental materials in school districts.

This report and its findings were reviewed by the Committee during the March, April and May, 1987 meetings. The recommendations contained herein are as amended and approved by the majority of the Committee. Most of the Committee discussion centered on the funding issues related to full funding of textbooks. Suggestions were made to have state general funds used only for the indigent students' textbooks, requiring parents or local school districts to expend the additional amount needed for the remaining students' textbooks. Eventually the Committee chose to approve the recommendation calling for full general funding of basal textbooks in grades K-8. One additional recommendation was made by a Committee member to budget general funds for indigent high school students' textbooks, but the motion did not carry.

Methodology

In order to determine statutory and administrative policies and practices of the textbook program, a review of relevant laws, regulations, Department of Education (DOE) policies, and local district practices was undertaken. To assess the effectiveness of the DOE and the Textbook Commission in providing current and quality books to local districts,

three facets of the textbook program were examined, including adoption cycles, the overall state adoption process, and the DOE's administration of the program. The effectiveness of local school districts in providing current and quality textbooks was examined using surveys of local district and purchasing information from the DOE. Finally, to assess funding levels for the free textbook program (K-8), appropriations and expenditure data from the DOE were obtained and analyzed.

CHAPTER II: KENTUCKY'S TEXTBOOK PROGRAM

This chapter outlines the legislative and funding history of the textbook program, the responsibilities and duties of key entities, and the overall textbook delivery system process.

The following points are made:

In Kentucky, a State Textbook Commission adopts a list of ten books for each grade and each subject from which local districts choose.

The Commission makes adoptions by subject area arranged into six major groupings, which creates a six-year cycle system for the purchase and use of textbooks.

Free basal textbooks are provided for Kindergarten through eighth grade.

Funding of the textbook program has been inconsistent over the last ten years, ranging from an appropriation of \$2.7 million in fiscal year 1982 to over \$15.3 million in fiscal year 1987.

CHAPTER III: TEXTBOOK CYCLES AS AFFECTED BY BUDGETARY IMPACTS

This section describes the textbook adoption cycle system and the disruptive effect of chronic underfunding. It also compares the current cycle length in Kentucky with other alternatives.

Conclusions

Budget estimates and the corresponding budget requests for textbook purchases, submitted by the Department of Education, are relatively accurate estimates of the dollars needed to purchase textbooks when compared to after-the-fact calculations using actual enrollments.

Textbook appropriations for the past 10 years have been \$43 million less than budget amounts requested by the Department of Education.

A chronic pattern of underfunding—in relation to amounts required to maintain textbook purchasing cycles without interruption—is evident for the program.

Substantial budget reductions in fiscal year 1982 and chronic underfunding of the textbook program are the likely causes of a deterioration of the cycle system of textbook purchasing, resulting in insufficient texts at the local level and delayed purchasing of three or more years in some subjects.

Contract extensions and purchasing delays caused by inadequate funding have distorted the adoption cycle, making it ineffective in meeting its statutory intent concerning current texts and equalized funding.

RECOMMENDATION 1

The General Assembly should fund the textbook program to a level that allows full basal purchases of text within the subject area of the new cycle in the first year of funding. The local districts should be required to adhere to the purchasing pattern set out by cycle grouping and Department of Education policy.

RECOMMENDATION 2

To assure more adequate and consistent funding for this program, the General Assembly should either:

- declare, within statute, that textbook purchases shall be considered a necessary governmental expense, to be funded accordingly, and to the extent necessary to provide adequate, quality textbooks, on a timely basis, to all public school children in the elementary (and secondary) grades;

or

- place textbook funding within the Executive Budget of the Commonwealth in a manner similar to the School Foundation Program, so that if actual expenditures exceed appropriations, the Secretary of Finance and Administration, with the Governor's approval, may increase appropriations to meet the documented need.

RECOMMENDATION 3

In future biennial budgets, the General Assembly should permit any unexpended General Fund balance for textbook purchases in the first fiscal year to be carried forward to the second year of the biennium, rather than lapse back to the Treasury.

RECOMMENDATION 4

The General Assembly should amend KRS 156.400 to eliminate the provision that allows the Superintendent of Public Instruction to vary adoption contracts from the legislatively mandated cycle length.

RECOMMENDATION 5

The Department of Education Division of Textbooks should reorganize the subjects within current adoption groups I-VI in a manner which provides equalization of the budgetary impact over the cycle length, which would assure compliance with KRS 156.400.

Conclusions - Ensuring Compliance by Local Districts

The Division of Accreditation lacks specific criteria to satisfy the definition of "sufficient quantities...of textbooks" which local districts should provide to students.

There is no regulatory authorization for the Division of Accreditation to enforce tentative or unofficial requirements currently being used by accreditation team members.

A significant number of districts are not meeting the standards for “sufficient quantities of textbooks” in their schools, based on the self-reporting format used by the Division of Accreditation.

The DOE does not have a system in place for ensuring that local districts are purchasing texts the first year of an adoption cycle.

Local district textbook purchasing has not followed the intended pattern of the cyclical adoption system.

RECOMMENDATION 6

The Department of Education should amend 702 KAR 1:005 to include the Department of Accreditation’s “Tentative Textbook Purchase Requirements for Full Programs,” and officially incorporate it into the Department of Accreditation Standards for Curriculum.

RECOMMENDATION 7

The Department of Education’s Textbook Division should adopt monitoring procedures to ensure that local districts are purchasing texts in the first year of each adoption cycle. Districts failing to do so should have purchases made for them by the Division of Textbooks and such purchases recorded against the appropriate local districts’ account balances.

Conclusions - The Six-Year Cycle Length

Shorter cycle lengths for some subjects are needed as a result of extra wear and rapid content change in some subjects and grades. Other states are assessing the need to allow flexibility for academic advances in specific educational fields. Shorter cycle lengths for subjects perceived to have high rate of content changes have been suggested by 44 local districts. Furthermore, 56% of Kentucky’s local districts feel that textbooks in some subjects and grades cannot withstand the physical wear of a six-year cycle.

RECOMMENDATION 8

The Department of Education should study the need for varying the cycle lengths for textbooks. This study should address the differing needs relating to durability, content changes and grade level of use. The Department of Education should report its findings and recommendations to this committee by September 1, 1987.

CHAPTER IV: STATE LEVEL TEXTBOOK SELECTION SYSTEM

This chapter reviews problems within the state level textbook selection system. These relate to three major areas, including the Textbook Commission’s goals and intents, the process the Commission follows to review and select textbooks and its organizational structure.

Conclusions—Textbook Commission's Purpose

There is not a clear statement of law outlining the purpose of the Textbook Commission other than its authority to reject subversive material and its responsibility to choose ten books for the state's list.

There is not a clear policy set forth by the Commission regarding its purpose, nor is there a consensus among its membership.

There is a lack of guidance from the Department of Education pertaining to the purpose of textbook selection.

RECOMMENDATION 9

The Legislature should amend KRS Chapter 156 to state the goals and intents of a state level textbook selection system. It should include philosophy and policy regarding the selection of textbooks by the Textbook Commission and mandate an organizational structure capable of implementing its policy. The law should take into consideration but not be limited to the following goals and intents:

- selection of textbooks that comply with *The Program of Studies for Kentucky Schools: Grades K-12*;
- selection of textbooks that are durable and of the highest quality to serve the varying needs of Kentucky school children;
- purchase of textbooks through the cycle system, in order to ensure lower prices over the contract period;
- compiling an initial list of high quality textbooks, in order to save time and work for local districts; and
- state level selection of textbooks, which provides formal structure ensuring periodic review and updating of texts.

Conclusions—Textbook Review and Selection

Kentucky law does not outline a philosophy and method of textbook review and selection.

The Board of Education and the Department of Education have taken a passive role in providing policy guidelines to the Textbook Commission.

The Department of Education has not provided adequate and timely materials and training to Commissioners in terms of evaluation criteria and methods.

The review, evaluation and selection procedures of the Commission are left up to individual members' interpretations and practice, and are not based on acceptable standards applied uniformly.

Research literature supports the use of developing criteria and procedures for evaluating and selecting textbooks.

RECOMMENDATION 10

The Legislature should amend KRS Chapter 156 in order to ensure a more effective and systematic state textbook selection system by:

- allowing Commissioners to select any number of textbooks deemed suitable for the state adoption list without regard to the publishing person, firm or corporation;
- requiring the Department of Education to develop subject-specific curriculum requirements as they relate to textbooks;
- requiring the Department of Education to develop and implement uniform review procedures and general and subject-specific criteria for use by Commission members and expert reviewers; criteria for textbook selection should be developed in five broad areas: content, audience, format, readability, and ancillary materials.

Conclusion—Organization Structure

The selection of quality books may be hampered by the excessive workload expected of a volunteer ten-member Commission. Also, specific subject area expertise represented on the Commission may be required to adequately evaluate textbooks.

RECOMMENDATION 11

The Legislature should amend KRS Chapter 156 to change the organizational structure of the state level selection system, in order to increase the effectiveness and efficiency of the Textbook Commission and the Department of Education. Components of the law should include:

- advisory committees for each adoption group, appointed by the Textbook Commission and composed of elementary and secondary teachers, experts in the given content area, and individuals apprised of recent research standards in textbook evaluation;
- remuneration for review work for the Commission and advisory committee members;
- initial screening of textbooks for compliance with technical standards and curricular guidelines initially screened by the Department of Education's Textbook and Program Development Divisions;
- training of Commission members and the advisory committee by the Department of Education's Textbook and Program Development Divisions in such areas as criteria development, selection and reporting procedures; and
- development of subject-specific evaluative criteria by and for the advisory committee upon approval of the full Commission.

CHAPTER V: THE SECONDARY SCHOOL TEXTBOOK RENTAL PROGRAM

Chapter V discusses the secondary school textbook rental program. It describes

appropriate legislation and regulations and details the administrative process involved in a rental program. Finally, it gives the results of a local district survey concerning funding of the high school program.

Conclusions

Ninety percent of Kentucky's public high schools use the rental program as a source of revenue for purchasing textbooks.

Current rental fees may not be more than a maximum of \$4 per two-semester course and a maximum of \$2 deposit for each two-semester course.

Rental fees generate approximately 55% of the money necessary to provide high school textbooks, primarily because 43% of all textbooks are provided free to students.

Local districts are not satisfied with the current textbook rental program because local funds, rather than additional state funds or student fees, are being used to pay for books when rental fees do not cover the total expenditure.

Committee discussion included a recommendation to use general funds to pay for textbooks used by high school students qualifying for the free and reduced lunch program. A motion to this effect was made, but failed to pass, and has not been included in this study report.

CHAPTER I

INTRODUCTION

Mandate to Conduct Study

The 1986 General Assembly passed House Concurrent Resolution No. 74 directing “a study of the state textbook program in public elementary and secondary schools.” The purpose of the study was to determine the effectiveness and efficiency of the textbook program and to make recommendations on ways to strengthen it. The study was to assess the adoption cycles and the selection process in order to determine if books on the state adoption list are up-to-date and determine if the overall textbook system as administered by the Department of Education is effective and efficient. At its June, 1986 meeting the Program Review and Investigations Committee approved the review.

The study’s main objectives were divided into two phases. Chapters I through IV address the Phase I objectives:

- To determine the statutory requirements and administrative policies and practices of the Kentucky elementary and secondary textbook program.
- To assess the effectiveness of the Department of Education and State Textbook Commission to provide current and quality textbooks to school districts, through the implementation of a Textbook Adoption Cycle and central purchasing system.
- To assess the effectiveness of the local school districts to provide current and quality textbooks to students, through their textbook adoption process, requisition schedules and distribution cycles.
- To assess the funding levels and patterns for the K-8 free textbook program and compare state allotments with actual expenditures and need for textbooks and supplemental materials in school districts.

Phase II of the study addresses the fiscal impact of the current textbook program on secondary schools and consists of the following objectives, which are discussed in Chapter V:

- To determine the administrative processes by which HB 924, mandating local districts to provide free textbooks to indigent students, is administered and its impact on the local school districts.
- To assess the funding levels and patterns of the secondary school textbook program by sources of revenue and compare actual expenditures with need for textbooks and supplemental material.
- To examine the fiscal implications of alternative administrative operations on the state and local school level as suggested by findings of Phases I and II of this study.

Methodology

Statutory Requirements and Administrative Policy

A review of relevant statutes and regulations was undertaken in order to establish the current requirements of the Kentucky textbook program and understand the roles of key entities. Also, the Department of Education (DOE) policies and procedures were examined by reviewing DOE documents and interviewing personnel to determine relevant roles and practices. Finally, a survey was conducted of local school districts to assess their policies and procedures relating to textbooks.

State Level Process

To assess the effectiveness of the Department of Education and the State Textbook Commission in providing current and quality textbooks to local districts, three facets of the textbook program were examined: the adoption cycle, the adoption process at the state level, and the Department of Education's administration of the program.

Information pertaining to lengths of adoption cycles, the budget history of funding adoptions, the purchasing patterns of local districts across these cycles, and national research standards was examined to assess the impact of past and current adoption cycle lengths on the currency, quality, and durability of textbooks used in Kentucky. Also, a review of other state laws and practices was undertaken for comparison purposes. Finally, textbook commissioners and local school districts' opinions were solicited pertaining to adoption cycles.

In examining the state adoption process, individual commissioners were interviewed about the evaluation and review procedures and criteria each used to select textbooks and the perceived role of publisher representatives. A questionnaire sent to local district superintendents assessed satisfaction with the state process and adoption lists. A survey of other states' adoption procedures was conducted for comparison purposes. Other sources of information used to evaluate Kentucky's state adoption process included a survey of textbook publishers to determine review procedures prior to publication, a search of the educational literature relating to textbook selection, and an assessment of national and regional educational associations' textbook guidelines.

An evaluation of the Department of Education's operating effectiveness depended on several sources of data. Interviews with DOE staff and an examination of procedures pertaining to the purchasing, reordering, and rebinding of textbooks were used to determine operations. A review of curricula requirements and accreditation standards was done to determine the standards applied to selected textbooks. Commissioner interviews and local district surveys provided information on DOE's ability to exert administrative leadership in processing and providing current and quality textbooks.

Local Level Process

The effectiveness of local school districts in providing current and quality text-

books was examined. Local district surveys addressed procedures and criteria used to choose books from the state adoption list and state accreditation reports were reviewed to determine book shortages and the extent of outdated and worn books in use. Purchase records of the Department of Education provided data pertaining to the numbers and cost of books bought across cycle lengths for each subject. Furthermore, local district surveys asked respondents to describe the role played by publisher representatives in their choices of textbooks and to indicate how satisfied they were with the amount of contact allowed.

Funding for the Textbook Program

In order to assess funding levels for the free textbook program, appropriations, budget request and expenditure information was obtained from the Department of Education. Also, purchasing records were examined and survey information analyzed to determine patterns of spending for textbooks in the local districts. Questionnaire information also addressed the administration of and problems related to the high school textbook rental program.

Overview

Phase I of this report, in Chapters I-IV, is organized in a manner to accomplish two major goals: 1) to provide a clear description of the State Textbook Program; and 2) to detail the major concerns regarding full implementation of a centralized textbook system. Chapter II, "Kentucky's Textbook Program," describes the legislative and budgetary histories of the program. It also familiarizes the reader with the key entities who design and implement the program. Finally, it describes the program's major functions and activities.

One of the major concerns is addressed in Chapter III, "Textbook Cycles as Affected by Budgetary Impact." This section describes the textbook adoption cycle system and the negative impact of chronic underfunding on the system. It also compares the current cycle length in Kentucky with other alternatives.

Chapter IV, "State Level Textbook Selection System," details the other major concerns pertaining to the centralized textbook selection system in Kentucky. Problems exist in three areas: 1) Goals and Intents, 2) the Review and Selection Process, and the Organizational Structure.

Chapter V discusses the administration of the local textbook program at the high school level and completes the second work phase related to rental programs and their associated costs.

Each chapter has a summary at the beginning, giving the major issues discussed, and a summation of the conclusions and recommendations. Detailed conclusions and recommendations are at the end of major sections within chapters.

CHAPTER II

KENTUCKY'S TEXTBOOK PROGRAM

This chapter includes a brief legislative history of the Kentucky textbook program and its funding, a description of the responsibilities and duties of the key entities involved in the system, and a discussion of the overall textbook delivery system process.

Some kind of state level selection or screening process for textbooks has existed in Kentucky since the 1800s. Currently, the State Textbook Commission has responsibility for adopting a list of ten textbooks per grade per subject, from which local districts may choose. The Commission adopts textbooks within one of six major program areas each year. Thus, a cycle system exists in which textbooks in a given subject area are considered for selection and purchasing every six years. The Department of Education presently provides free basal textbooks for public school children in kindergarten through eighth grade. The current biennial appropriation includes nearly \$26 million for this program. However, it has been significantly lower in recent years, causing extensions and delays in the adoption cycle system.

Legislative History and Current Law

Selection of textbooks for Kentucky's public school children has been dictated by state law since 1852, when the General Assembly placed this duty upon the State Board of Education. Controversy surrounded the process of textbook selection for the next one hundred years. Consequently, responsibility for textbook selection passed back and forth among state elected, state appointed and locally elected officials.

The first State Textbook Commission was created in 1904, with responsibility of adopting textbooks for use in public schools. However, the Commission was abolished in 1910 and county commissions were set up. In 1926, the General Assembly enacted new legislation that provided for the re-creation of the State Textbook Commission (the Commission), consisting of twelve members appointed by the Governor. In 1930, however, adopted legislation placed the responsibility of appointments with the State Board of Education and reduced the membership to eight, with the Superintendent of Public Instruction serving as an ex officio secretary. This legislation also provided that the Commission select and publish a list of ten books in each subject, taking into account the needs of the various types of school organizations. Local districts then made their own selections from this list.

The 1952 General Assembly enacted a textbook adoption law which most closely resembles the legislation of recent times. The Superintendent of Public Instruction was

given responsibility for classifying all subjects into seven courses of study. These were then grouped so that one-fourth of all new textbooks could be adopted each year by the State Textbook Commission. This four-year cycle allowed for a longer planning period than the Kentucky biennial budget process permitted and provided equalization of purchase expenses over a four-year period. In 1974 the four-year cycle was extended to a five-year cycle.

Currently, KRS Chapter 156, relating to textbook selection, outlines the following directives:

- 1) The State Board of Education is empowered to develop state courses of study;
- 2) The Superintendent of Public Instruction is required to arrange subjects in **six groups** for purpose of selecting texts throughout a **six-year funding** cycle;
- 3) The Superintendent is given the flexibility to negotiate contracts for less or more than six years for individual subjects when needed to achieve optimum grouping results;
- 4) The Superintendent is required to appoint a ten-member commission whose responsibility it is to select ten textbooks per subject and grade. The product of this effort, called the "State Multiple List," is the required listing from which local districts select their textbooks.
- 5) A calendar of events with specific dates is set for each phase of the textbook selection and procurement process;
- 6) Limits are placed on the textbook bidding, purchasing and sales process; and
- 7) The Superintendent of Public Instruction is allowed to spend a percentage of textbook appropriations on supplemental materials.

Funding History of Textbook Program

Since 1934, the state has provided funding for basal textbooks for elementary students. From 1960 to 1976, funding was provided for selected secondary school books. From 1976 through the 1984 school year, funding authority was extended to include secondary school basal textbooks. Beginning in the 1985 school year, funding authorization for secondary school texts was discontinued and replaced by authorization of rental programs in the local districts. DOE regulations direct local districts to establish annually a maximum rental fee of \$4 per two semester course and a maximum \$2 deposit fee for same.

Table 1 illustrates the appropriations and expenditures for the Division of Textbook Services for fiscal years 1977 through 1988. Included in the table is a breakdown of expenditures for administrative cost and textbook purchases.

TABLE 1

DIVISION OF TEXTBOOK SERVICES BUDGET AND EXPENDITURES
FISCAL YEARS 1977-1988

	FY 1977	FY 1978	FY 1979	FY 1980	FY 1981	FY 1982
Appropriation						
Balance Carried Forward	4,647,960 ¹	4,880,630	7,871,500	8,642,180	8,823,700	12,769,600
Budget Reduction	7,412,010	3,511,026				(10,020,000)
Other Adjustments						(38,100)
TOTAL BUDGET	12,059,970	8,391,656	7,871,500	8,642,180	8,823,700	2,711,500
Expenditures						
Personnel	99,316	105,298	116,936	136,647	114,037	111,115
K-8 Textbooks ⁴	4,535,361	4,761,727	4,092,694	5,374,989	6,064,084	1,569,129
9-12 Textbooks ⁴	3,900,984	3,400,702	3,347,573	2,552,360	2,423,342	795,031
TOTAL EXPENDITURES	8,535,661	8,267,727	7,557,203	8,063,996	8,601,463	2,475,275
Balance Carried Forward	3,511,026					
General Fund Lapses	13,099	123,929	314,297	578,184	222,237	236,225
Appropriation						
Other Adjustments	9,604,100	8,729,500	5,834,500	7,071,200	15,297,500	10,563,200
	(4,340)	(4,700)				
TOTAL BUDGET	9,599,760	8,724,800	5,834,500	7,071,200	15,297,500	10,563,200
Expenditures						
Personnel	108,955	122,800	128,074	133,689	121,200	127,600
Other Operating ²					429,500	505,300
K-8 Textbooks ⁴	6,407,283	5,879,505	5,521,303	6,796,263	14,746,800	9,930,300
9-12 Textbooks ⁴	3,076,055	2,720,058	--*	--*	--*	--*
TOTAL EXPENDITURES	9,592,293	8,722,363	5,649,377	6,929,952	15,297,500	10,563,200
Transfers						
General Fund Lapses	7,467	2,437	185,123	141,248		

NOTES:

¹ Includes estimated allotment of \$99,500 for personnel expense, source, published Executive Budget.² Operating expenses other than personnel costs are shown in state financial reports as part of textbook purchase costs and have been treated similarly here except for the budgeted years in the current biennium.³ FY 1987 and FY 1988 and projected expenditures.⁴ Operating expenses other than personnel are included here for the fiscal years 1978 through 1986.

* State funding for free textbooks in high school was discontinued and replaced by rental programs in the local districts.

SOURCES: Executive budgets and Department for Administration account records.

Overall, the general fund appropriations for basal textbooks have exceeded \$76.2 million over the ten-year period from fiscal year 1977 through 1986. Of this amount, \$51 million was for elementary textbooks, approximately \$22.2 million for secondary school textbooks and almost \$1.2 million for Division of Textbook Services' personnel costs, which is less than 2% of total expenditures. Expenditures for elementary books account for a little more than 68%, while expenditures for high school books account for almost 30% of the total.

Finally, state law (KRS 156.447-2) allows the Superintendent of Public Instruction to make available a percentage of state funds for the purchase of supplemental textbooks and related materials. Local school districts are authorized (702 KAR 1:005, section 12) to use up to thirty percent of the elementary school textbook funds for supplementals. However, on the average, districts have used only 2-12% of the fund for supplementals from fiscal year 1982 through 1986. Most of the money expended in the K-8 textbook category is for the purchase of basal textbooks.

The current biennial appropriation (\$26 million) is approximately \$15.3 million in FY 1987 and \$10.5 million in FY 1988. This represents a significant increase in funding over previous bienniums and is due to an accumulation of purchase delays (e.g., reading books) since FY 1982. As shown on Table 1, the total expenditure for FY 1982 was only \$2.5 million, a sum which only permitted purchase of replacement texts and books for new students.

The current year budget of \$15.3 million for elementary texts is the highest since 1977, when it was \$12.1 million for elementary and secondary texts. In the intervening years, the appropriation ranged from a low of \$2.7 million to a high of \$9.6 million. Purchase of secondary school texts was discontinued after 1984.

Note that a surplus has occurred in each year, which has lapsed back to the General Fund. Staff in the DOE's textbook division note several reasons for these surpluses: (1) differences between account records in the Department of Education and the Department of Finance, (2) failure by some districts to get in all book orders by March 1, so that orders could be completed and paid for before the end of the fiscal year, (3) discrepancies between local district records and state records, and (4) class enrollment estimates being higher than actual enrollment and book orders in some districts.

Description of State Level Textbook Program

There are six key entities involved in the state textbook program. Their major responsibilities, as outlined in KRS Chapter 156 and 157, are as follows:

- The Board of Education is responsible for prescribing rules and regulations pertaining to textbook adoptions, purchasing activities of sales representatives, and distribution of free textbooks to indigent and visually impaired students.

- The Superintendent of Public Instruction appoints the State Textbook Commission and directs the function of the Department of Education pertaining to the selection, bidding, purchasing, rebinding and disposal of textbooks. The Superintendent also arranges the elementary and secondary school subjects into the courses of study which comprise the six adoption groups set out by legislation.
- The Kentucky State Textbook Commission serves as the state level screening committee for the purpose of providing local districts with a list of ten approved textbooks, called the State Multiple List.
- The Department of Education (DOE), primarily the Division of Textbook Services, administers the process of bidding, purchasing and distributing of textbooks, as well as coordinating the activities of the State Textbook Commission; and the Division of Program Development prescribes the statewide curriculum standards for the courses of study reviewed by the Commission.
- The publishing companies and representatives bid on textbooks based on prescribed requirements; supply samples of their books to each district; charge the lowest available wholesale price; and see that books are shipped by prepaid freight to purchasing districts.
- The local districts make their textbook selections from the State Multiple Adoption List for grades K-12 and administer their own textbook rental program for grades 9-12.

Appendix A contains a detailed list of statutes and regulations relevant to the above entities.

Kentucky's Textbook Selection Process

Across the United States, twenty-eight states delegate to local school districts the full authority to select textbooks. In twenty-two states, a centralized entity exercises responsibility in selecting all books or screening out some books. Kentucky is among those with centralized entities, called "adoption" states. These states are located primarily in the South; a few are in the West.

Traditionally, the rationale for being an "adoption" state is to:

- reduce textbook costs through large volume purchases;
- ensure a uniform curriculum; and
- select higher quality textbooks.

The logic dictates that a central selection committee or commission has the resources to more adequately review textbooks than can local districts.

In Kentucky, primary textbook selection is accomplished through the use of a textbook commission, which consists of ten members appointed by the Superintendent for four-year staggered terms. The current Textbook Commission membership meets the requirements of law as mandated by KRS 156.405. The law provides for a composition of five

active teachers (elementary and high school), two administrators, two lay individuals, and one college professor. The membership adequately reflects these specifications as well as representing a fair urban-rural mix and geographic diversity.

The overall system works as follows. The law empowers the State Board of Education to develop “state courses of study,” which the Superintendent arranges by subject into six groups for purposes of textbook selection. Each year one of the groups is considered for “adoption,” which means all relevant textbooks must be reviewed if publishers choose to “bid” on having their book used through the statewide adoption list. Therefore, every six years a given subject area is considered. Currently, the courses of study in the six groups are:

I. Social Studies

II. Language Arts

III. Science

IV. Math

V. Music, Vocational Education

VI. Reading, Literature, Art, Foreign Language, Health and P.E.

Appendix B outlines the specific subjects included in the six major groupings.

The purpose of the subject area grouping and the adoption cycle system set at a given length is to:

(1) allow the Textbook Commission and local district selection committees to choose new texts in an orderly fashion based on similar subject grouping (e.g., all K-12 math books reviewed in one year, all K-12 science books in another);

(2) allow students to have books that are relatively current and physically intact, as no book should be used longer than the cycle length dictates; and

(3) extend the textbook purchases incrementally over an entire cycle length, in order to equalize the budgetary impact.

The Division of Textbook Services solicits bids from publishing companies; bids must be received by July. The Commission then has until September to evaluate the books bid and make selection decisions based on their own reviews and those of their consultants. During the spring before a textbook group is to be reviewed by the Commission, commissioners solicit as much support in book review as motivation and personal resources allow. They may use teachers, professors, or other informed individuals in their communities. On or before September 20, the Commission meets and selects ten textbooks, if that many have been bid in each subject area, for each grade and compiles the “State Multiple List.” This list is mailed out to all local school districts on or before October 15 and contracts are executed with the appropriate publishers.

From the State Multiple List the local districts will select three programs (books) per grade per subject in elementary and adopt the entire list for high school, choosing up to ten for actual use. Districts make their selections for classroom textbooks after a review of the books on the list, usually undertaken by teachers in the relevant grade and subject and

administrators. These local adoptions must then be approved by the local school boards and filed in the Division of Textbook Services by April 20. If a school district does not choose three programs of study by the deadline, the Division of Textbook Services within DOE assigns them the programs which were most frequently chosen by the other districts.

Centralized Textbook Purchase Process

Beginning in May, local districts send requisitions for adopted books to the Division of Textbook Services. The elementary orders (kindergarten through 8th grade) are billed to the Division and paid for by state funds. Secondary school orders are billed to the local districts to be paid out of rental programs. Funding for K-8 textbooks is appropriated by the Legislature during its regular session. The Department of Education submits its budget for the state textbook program by October 1 before the regular legislative session.

Allocation of funds to local districts is determined by the DOE's use of a formula based on projected classroom enrollments (as submitted by local districts) multiplied by the estimated average cost of a given textbook. This calculation is then adjusted for estimated new pupils and a percentage of the money is designated for purposes of replacement of worn-out books. Local districts are required to submit an annual report to the DOE containing information relevant to those books purchased or replaced (because of loss, damage or wear), enrollments, and additional books needed. The districts are responsible for requesting the rebinding of worn books. The DOE is responsible for keeping a central list of surplus books as reported by the districts for purposes of redistribution to districts needing extra books.

CHAPTER III

TEXTBOOK CYCLES AS AFFECTED BY BUDGETARY IMPACTS

This chapter discusses Kentucky's textbook cycle and its success in meeting the following purposes: to choose new textbooks in an orderly fashion as set out by subject specific groupings; to assure that students have access to relatively current and physically intact textbooks; and to equalize the budgetary impact of textbook purchasing over the length of the cycle. Additionally, this chapter will examine the impact the General Fund has had on the textbook cycle system.

These areas of discussion lead to the conclusions that (1) a chronic pattern of underfunding, in relation to amounts required to maintain textbook purchasing cycles without interruption, is evident for the textbook program; (2) contract extensions and purchasing delays have conflicted with optimal groupings and cycle lengths; (3) the Division of Accreditation lacks specific criteria to satisfy the definition of "sufficient quantities . . . of textbooks" which local districts should provide to students; (4) local districts' textbook purchasing has not followed the intended pattern of cyclical adoption cycle; and (5) shorter cycle lengths for some subjects are needed as a result of extra wear and rapid content change on some grade levels. Recommendations are made to strengthen the cycle by amending KRS 156.400 to eliminate permissive language allowing the Superintendent of Public Instruction to reorganize the current adoption groups. It is also recommended that the textbook program be adequately funded to allow for full purchase of new texts in a cycle's first year and that accreditation standards reflect this policy of full purchase of textbook need. Finally, the use of shorter cycle lengths for subjects that have frequent content changes should be studied.

Kentucky's Textbook Cycle

As stated earlier, Kentucky's adoption cycle specified by statute requires six-year contracts for each of the six subject area groupings. The Superintendent of Public Instruction has exercised authority to negotiate contracts for more, and in some cases, less, than six years for individual subjects when funding has been insufficient.

Purpose

The flexibility granted by statute to the Superintendent of Public Instruction to alter the cycles has been in conflict with the cycles' purpose over the years. The intended purpose of the subject area grouping and the set length of the adoption cycle is to:

(1) allow the Textbook Commission and local district selection committees to choose new texts in an orderly fashion based on similar subject grouping (e.g., all K-12 math books reviewed in one year, all K-12 science books in another);

(2) allow students to have books that are relatively current and physically intact, as no book should be used longer than the cycle length dictates; and

(3) extend the textbook purchases incrementally over an entire cycle length, in order to equalize the budgetary impact.

Grouping

Currently there are six subject area groupings: Group I, Social Studies; Group II, Language Arts; Group III, Science; Group IV, Math; Group V, Music, Vocational Education; and Group VI, Reading, Literature, Art, Foreign Language, Health/Physical Education. The groupings were originally organized in a manner to help equalize financial distribution across the entire cycle span.

Cycle lengths have increased over the years. In 1952 the cycle length was four years. In 1974 it was extended to five. In 1983, a sixth grouping was created, due to reduced appropriations, and the cycle was extended to six years.

As a result of the budget reduction in 1982, the sixth group became a "catch-all" placement for subjects that were underfunded. This placement practice is in conflict with the concept of optimal grouping, as the sixth group now contains the largest number of subjects as well as one of the most expensive--reading.

In order to better understand the current subject groupings and the overall changes in the cycle system, it is necessary to review the budgetary history of this program.

Impact of Appropriation Reductions

One of the major influences on the textbook program has been the discrepancy between budget appropriations and budget requests. In 1982, due to revenue shortfalls, the Governor, by Executive Order, reduced textbook appropriations by over \$10 million. During the next four years, 1983 through 1986, revenue shortages caused budget reductions of \$23 million. Over this four-year period, the appropriations averaged 40% below the budget requested. Table 2 illustrates the differences over the years between budget requests and actual appropriations.

The Division of Textbook Services' budget request is supported by working papers which include a detailed estimate of new books, consumable supplies, and replacement books needed. These estimates are based upon projected class enrollments multiplied by the per book cost for the relevant subject(s). To verify the accuracy of this predictive method, a recalculation of books needed was performed by Program Review, using actual enrollments rather than projections. For fiscal years 1981 through 1987, budget request estimates varied from one percent below the amount actually needed to fully fund textbook purchases to approximately six percent above the monies required. Based on this information, it is apparent that budgetary estimates and the corresponding budget requests submitted to the legislature are an accurate appraisal of the amount of funds needed to adequately purchase new textbooks for school children in the public school system (currently only kindergarten through eighth grade).

TABLE 2

TEXTBOOK SERVICES

RECENT HISTORY OF BUDGET REQUESTS
COMPARED TO APPROPRIATIONS

Fiscal Years	Budget Request	Actual Appropriation	Difference Absolute \$ %
1977	7,977,500	4,647,960	(3,329,540)-42%
1978	7,359,310	4,880,630	(2,478,680)-34%
1979	9,763,550	7,871,500	(1,892,050)-19%
1980	10,373,810	8,642,180	(1,731,630)-17%
1981	9,073,800	8,823,700	(250,100)-03%
1982 ¹	12,985,900	2,711,500	(10,274,400)-79%
1983 ²	13,616,000	9,599,760	(4,016,240)-30%
1984 ³	12,216,000	8,724,800	(3,491,200)-29%
1985 ⁴	9,593,700	5,834,500	(3,759,200)-39%
1986 ⁵	19,074,600	7,071,200	(12,003,400)-63%
1987 ⁶	11,789,500	15,297,500	3,508,800 + 30%
1988	14,071,200	10,563,200	(3,508,800)-25%
TOTALS	137,894,870	94,668,430	(43,226,440)

Average Percentage Difference 34%

Source: Executive Budgets, and Department for Finance accounting records.

¹ There was a General Fund shortfall in this year. The Legislature originally appropriated \$12,769,600, but this sum was later reduced by the Governor through an executive order. Scheduled purchases of language arts were delayed one year.

² Cycle length changed from five to six years in length. Literature, art and foreign languages were delayed and placed in new grouping. (Some of the books will be 10 years old when replaced in 1986.)

³ Health and driver education were delayed and placed in new group. (Some of the books will be 9 years old when replaced in 1986.) Last year for state purchase of high school books.

⁴ Rental program for high school textbooks was authorized.

⁵ Elementary reading adoption delayed until 1987 (books will be seven years old by time of replacement).

⁶ Legislature decided to fund full adoption of elementary reading in the first year of the biennium rather than by the end of the second year as the agency requested.

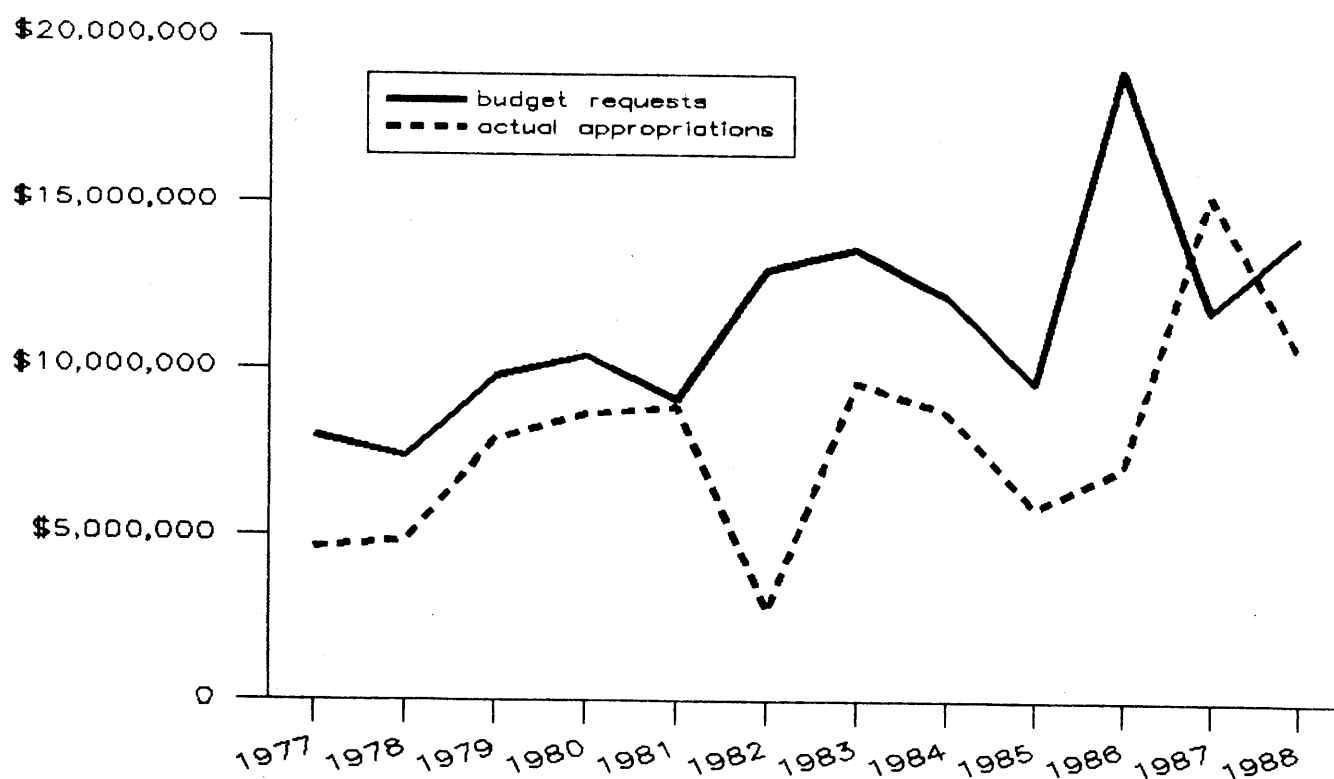
As with other programs in the Department of Education (DOE) and elsewhere in state government, the actual appropriations by the legislature may be different from the amounts requested by the agency. This indeed has been the case with textbook appropriations, which for the past ten years have been less than the budget requests, resulting in adoption cycle adjustments and delays (described later in this report). Since fiscal year 1977, the net difference between divisional budget requests and actual appropriations has totalled \$43,226,400.

Figure A illustrates the differences between requests and appropriations. Only in 1981 and 1987 did appropriations come close to fulfilling agency requests. The overfunding

in 1987 will allow the full purchase of reading textbooks to be completed in the first year of the biennium, rather than by the end of the second year.

FIGURE A

Textbook Program Budget Requests and Appropriations



Source: Compiled from the Executive Budget and information supplied by the Dept. of Finance.

As shown, the budgetary history has had a significant impact upon the textbook cycle system. Historically, the DOE has addressed the problem of budget reductions in two ways: contract extensions and delayed purchases.

The Department has implemented some cycles on a delayed basis or purchased some texts within the appropriate cycle and moved others to a new group. In fiscal year 1982, when a ten million dollar budget reduction occurred, the DOE responded by buying

replacement texts only and delaying an entire cycle. There is no evidence to suggest the division ever departed entirely from its purchasing plan as outlined in the budget request estimates. Rather, the pattern of adjustment has been to scale back purchases in correspondence with actual funds available and in accord with official working papers which form the budget record.

Contract Extensions

The permissive language of KRS 156.400, which allows contract extensions, has commonly overshadowed the intent to provide new textbook adoptions on a timely six-year cycle. Contract extensions extend the length of the cycle usually for one additional year. The six-year cycle then continues through a seventh year. Since the adoption of the six-year cycle in 1983, contract extensions have been granted for four subject areas.

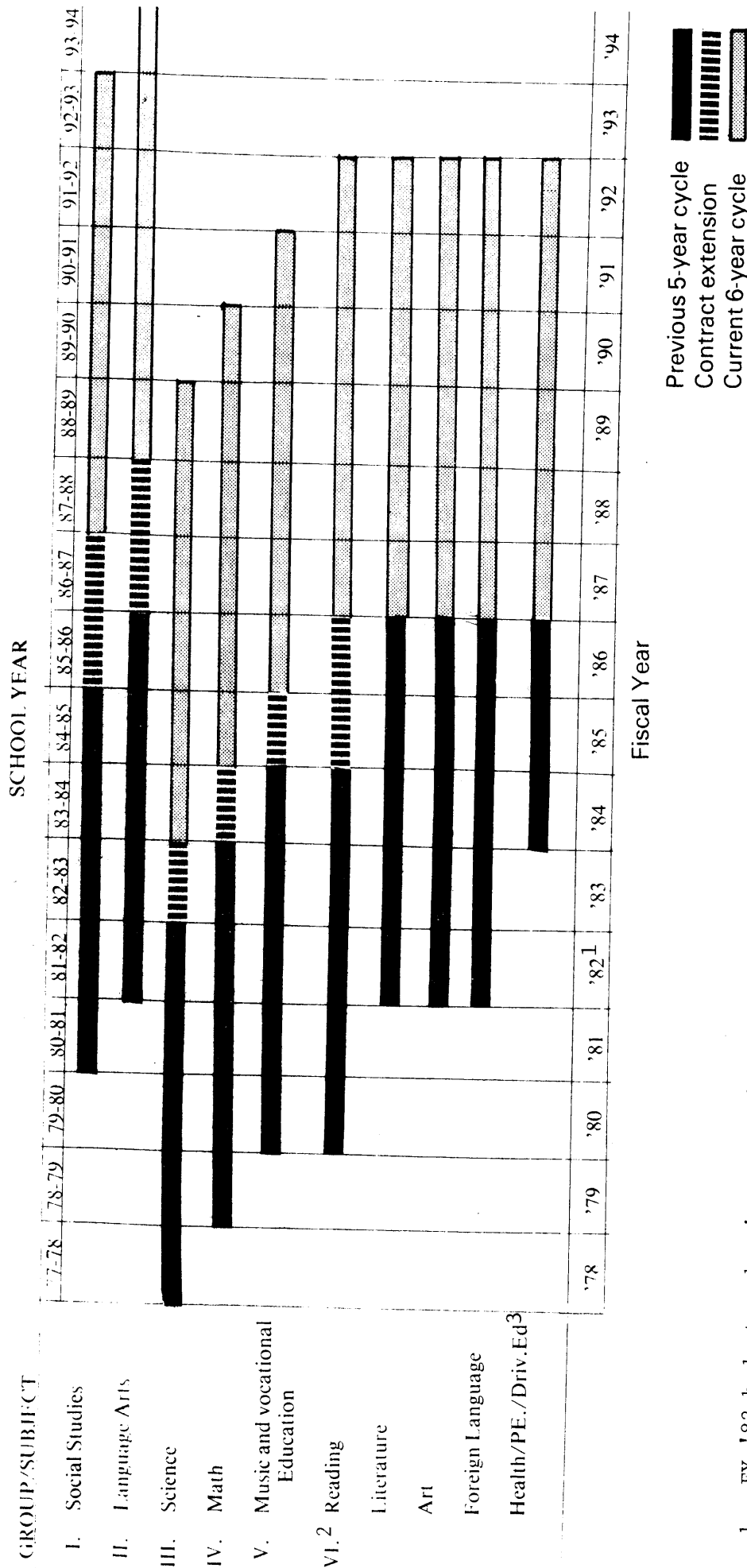
Although permissible, this practice is disruptive to the textbook cycle and the intent of providing textbooks on a timely basis. The bar graph (Figure B) illustrates the inconsistencies in the cycle length over the years.

As the bar graph illustrates, FY 1983 through FY 1987 show cycle extensions in each of the groupings. As a result of there being no funding in 1982 for the then current adoption group, three subsequent adoption group cycles were extended one year, while three, social studies, language arts and reading, were extended two years.

Each of the cycle extensions noted in Figure B were a direct result of one year of insufficient funding. All purchasing cycles up to the present time have been negatively affected by the dramatic budget reduction in 1982. Additionally, reduced appropriations in the following years prevented making any “catch-ups” without extending the cycles.

FIGURE B

HISTORY OF TEXTBOOK CYCLE LENGTHS
AND EXTENSIONS



1. FY '82 budget reduction created a need for contract extensions for all groups in subsequent years.
2. New Group V, created to make a 6-year cycle. Reading moved from Group V, Literature, Art, Foreign Language from Group II and Health/P.E./Drivers Education from Group III.
3. Funding of health textbooks received low priority in the three year cycle.

Source: Compiled from information supplied by the Dept. of Education.

Delayed Purchasing

Delayed purchasing, as opposed to contract extensions, does not alter the adoption cycle. The concept of delayed purchasing is implemented as an alternative to delaying the adoption cycle. The current adoption cycle remains intact but there are no purchases during the first year as a result of major underfunding. This delays the purchases of the scheduled adoption textbooks until the second year of the cycle.

Purchases during a normal cycle with adequate funding should be very high the first year of the cycle to provide new and current texts after six years use of a book. In the next five years, purchases should be lower, as only replacements would be needed.

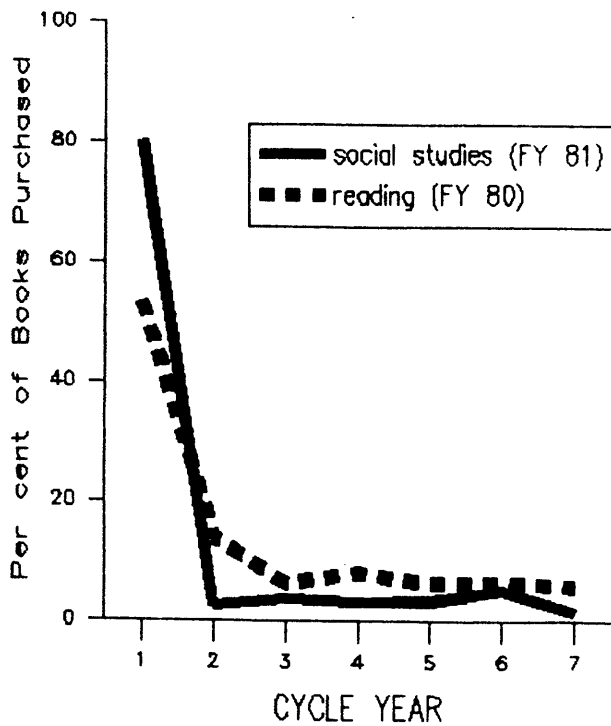
Figure C illustrates the influence that first cycle year appropriations have on cycle purchasing patterns. The graph on the left plots social studies and reading textbook purchases for one complete cycle. The social studies cycle began in FY 1981 and the reading cycle in FY 1980. Both FY 1980 and 1981 were years in which appropriations for textbook purchases were relatively close to the requested funding level. As a consequence, actual purchases were generally consistent with the pattern expected in a cyclical system of textbook purchasing (i.e., the majority of texts were purchased in the first year, with scattered purchases through the remaining years of the cycles). In contrast, the graph on the right illustrates the purchase patterns of three subjects whose cycles began in FY 1982 (language arts/literature, art, foreign languages). In fiscal year 1982, appropriations for textbook purchases were reduced by the Governor to a level \$10 million short of the amount requested. As a result, textbook purchases for FY 1982 were generally postponed until FY 1983, and classes in language arts/literature, art and foreign languages used the old textbooks an additional year.

Delayed purchasing, while not extending or altering the contract for the current adoption group, has the same effect on textbook purchases--they are not purchased in the year they are planned for in the cycle system. Therefore, the consequences of cycle extensions, delayed purchasing, and subject regroupings all defeat the basic purpose of the six-year textbook cycle.

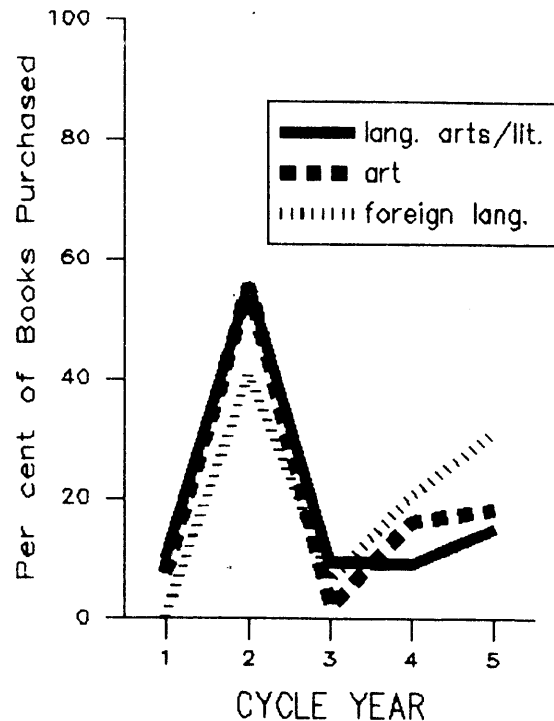
FIGURE C

PURCHASING PATTERNS FOR SELECTED FISCAL YEARS (Elementary Textbooks*)

CYCLES BEGINNING
IN FY '80 and FY '81



CYCLES BEGINNING
IN FY '82



*Grades K-8

SOURCE: Compiled from data supplied by the Dept. of
Information Systems on behalf of the D.O.E.

Status of Local District Compliance with Textbook Cycle Intent

Earlier in this chapter a funding history of the textbook program was presented and the effects of the chronic underfunding on the cycle system were discussed.

This section discusses the effect of the budget on local districts. First the accreditation standards to which districts are expected to adhere are outlined. These standards describe the number and condition of textbooks that should be available to students. This is followed by a summary of the findings of the accreditation teams and staff conclusions and recommendations. The second half of this section reports statutory and departmental standards governing local district textbook purchasing, followed by a review of current district purchasing patterns. Finally, the impact of the budget on these patterns is discussed.

In an attempt to assess the financial impact of the budget shortfalls on availability of textbooks in district classrooms, staff surveyed all local district superintendents to see if they are spending any money to meet the textbook need. In response to local district questionnaires, 67 out of 162 district superintendents responding indicated that local funds were used to supplement the elementary or middle school textbook program. These local funds totaled \$494,146; this amount represents 6.8% of the \$7,290,409 spent by both state and local sources for the kindergarten through eighth grade school textbook programs. Because this program is supposed to be a “free” program to local districts, these local expenditures raise further questions about the adequacy of state funding for the textbook program.

State Accreditation

The Division of Accreditation in the Department of Education has primary responsibility for assuring that schools provide textbooks to public school children. Program Review staff reviewed accreditation reports on all school districts for a five-year period to see if the underfunding of cycles has had an effect on compliance with accreditation standards. The following discussion of the standards, findings, and staff conclusions is given as evidence that local districts and students are affected by this current problem.

Standards. Since 1981, the state has administered an accreditation program for all school districts. Conducted by the Division of Accreditation, this program operates on a five-year cycle. Local districts are evaluated by accreditation teams which assess district compliance with standards set by statute (KRS 158.650). Included among the areas examined is the adequacy of textbooks available to local district students. Accreditation teams measure compliance by the use of compliance indicators established by the Department of Education (DOE).

The compliance indicator for evaluating textbook programs is listed under Standard IV of the general guidelines used by DOE. Compliance Indicator 4.17 simply requires the teachers to report if “quality textbooks are provided in sufficient quantities to meet classroom needs.” Additionally, a long form questionnaire requires teachers to give

specific information detailing any textbook shortages by grade and subject. The teachers are also asked to comment on the condition of textbooks.

As to what constitutes “sufficient quantities” or “classroom needs,” no authorized definition exists. Some accreditation team members have been using guidelines provided in a document entitled the **(Tentative) Textbook Purchase Requirements for Full Programs**, which was written within the Division of Accreditation. See Appendix C for detailed requirements. However, standards described in this document have never been approved by the State Board of Education, nor have they been adopted or incorporated into DOE policies or state regulations. As a result, the use of any specific standards beyond the general mandate of “quality textbooks . . . to meet classroom needs” is at the discretion of accreditation team members.

The only other type of textbook policy oversight provided by the Division of Accreditation is in the area of local district school board policy. Local boards must submit “self-studies” that include a textbook policy. On local visits, accreditation teams check to see if the policy described in a district’s self-study is in fact being implemented. However, since there are no specific guidelines that these policies must adhere to, textbook policy may vary dramatically from district to district and districts may remain in compliance as long as they are implementing their own stated textbook policy.

Summary of Accreditation Team Findings. While the accreditation team district reports are inconsistent, they are still one of the few sources of information relating to local district textbook adequacy which are readily accessible. Staff reviewed the individual accreditation reports for 179 local districts. The reports varied considerably in the amount of detail provided; however, all addressed the major points of compliance/non-compliance. A summary of these reports, as they relate to textbooks, follows.

- During the five-year span from 1981-86, 80 districts, or 45%, were found to be in non-compliance at the time they were accredited.
- Sixty-six districts had counts of non-compliance filed due to textbook shortages. Thirty-two districts were charged with non-compliance because of textbook conditions. Of these thirty-two districts, 18 were also counted in the 66 districts with textbook shortages.
- There was a total of 350 counts of non-compliance.
- Of the districts which were out of compliance because of too few textbooks,
 - 49% indicated that replacement would be purchased within one year;
 - less than 1% felt they already had sufficient textbooks in the classrooms; and
 - 23% made no acknowledgment of their non-compliance in the “plan of action” they submitted to the Division of Accreditation.

- Of the districts which were out of compliance because textbooks were worn, outdated, or not on the state adopted list,
 63% indicated they would replace these texts within two years, and
 24% did not acknowledge their lack of compliance.
- Districts have up to three years to make the necessary adjustments relating to textbook shortages or inadequacies.

Local Purchasing Patterns

Staff attempted to assess the local district compliance with the textbook cycle intent to have textbooks purchased in an early year of the cycle as well as assess adequate numbers of books from accreditation standards. This section describes the authority which allows textbooks to be bought early in the cycle, shows the actual purchasing patterns of the districts and makes conclusions based on these.

Statutory and Policy Guidelines

Department of Education policy, as well as several statutes, contains guidelines for the purchase of textbooks by local districts. KAR 1:005(15.1 and 16.5) direct that full textbook purchases be made in the first year of a cycle. This regulation attempts to assure that newly adopted textbooks are distributed in a manner consistent with the statutory requirement that textbooks be purchased in six groupings over a six-year cycle.

The DOE also attempts to meet this statutory and regulatory requirement by submitting budget requests for textbooks that reflect the total need for new textbooks for public school children. The formula for making this request takes into consideration the average price of the newly adopted textbooks and the enrollment of children in the grades that would be affected. Consequently, the budget request submitted for approval is based on full funding for the particular textbook to be purchased in that year of the cycle, plus approximately 8% for replacements of other textbooks. This then constitutes the DOE's basis for making a given request and states the intended use of the money.

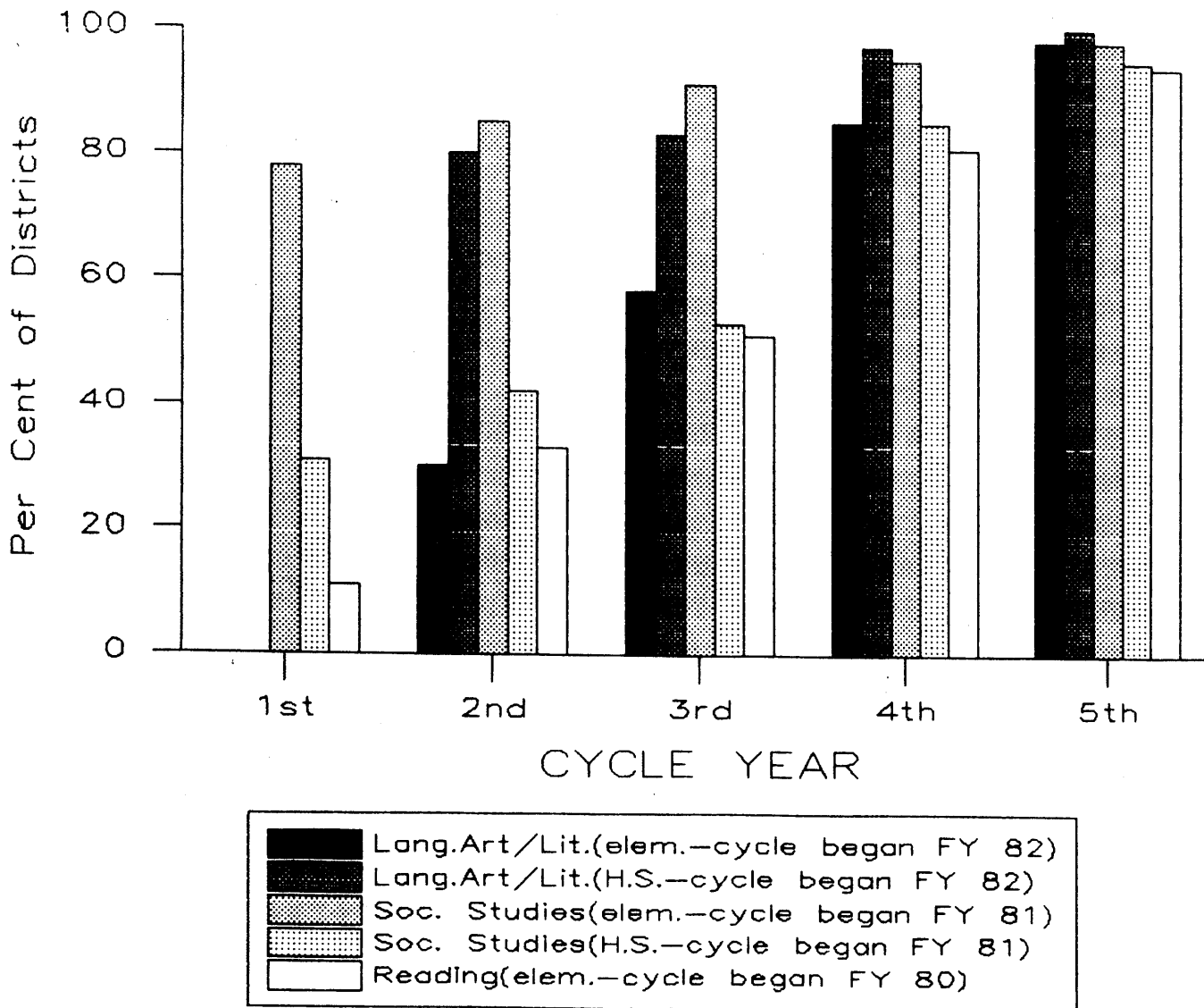
Review of Districts

To determine whether districts are purchasing their textbooks in the timely manner prescribed in KAR 1:005(15.1), statewide textbook purchases were reviewed by subject. No direct assessment could be made of the extent to which districts were actually meeting the textbook needs of their students, although the accreditation team did report widespread inadequacies. It was possible, however, to determine whether district textbook purchasing followed the pattern expected in a cyclical system. Specifically, staff attempted to determine whether the vast majority of texts were replenished in the first year of a given subject's cycle, with only minimal amounts being spent on replacement texts for other subjects.

Three subjects, reading, social studies, and language arts, had recently completed cycles, thus providing a set of complete data for analysis. Allowing for a variety of circumstances which might hinder the timely purchase of texts, the central analysis question was phrased conservatively as "by what cycle year do districts purchase at least 76% of their textbooks?" Figure D shows the results of this analysis.

FIGURE D

How Long Does it Take Districts To Purchase At Least 76% of Their Texts?



Source: Compiled from data supplied by the Dept. of Information Systems on behalf of the Dept. of Education.

Current Purchasing Patterns

In language arts/literature (cycle begins FY 82) no districts purchased 76% or more of their texts in the first year of the cycle for either elementary or secondary school. By the end of the second year, 80% of the districts had purchased 76% or more of their high school language arts/literature texts, while only 30% of the districts had purchased 76% or more of their elementary language arts texts.

In the first year of the social studies cycle (FY 1981), the percent of districts purchasing at least 76% of their texts was 78% for elementary and 34% for high school.

The reading cycle began in FY 1980. Figures are shown for elementary only--high school purchases for reading were minimal. By the end of the first year of the cycle, only 11% of the districts had purchased at least 76% of their reading texts. By the end of the second year a total of 33% of the districts had purchased at least 76% of their reading texts.

Analysis and Discussion

Of the subject areas reviewed, only in the case of elementary social studies did a majority of the districts purchase at least 76% of their texts within the first year. By the end of the second year a majority of the districts had still not purchased 76% or more of their texts in reading, high school social studies, and elementary language arts. In the case of reading, even by the end of the third year of the cycle, only 51% of the districts had purchased at least 76% of their texts. Obviously, this is far from the expected pattern in a system which calls for full basal purchases in the first cycle year.

Why do district purchasing patterns differ so dramatically from the standards set by statute? In some instances the explanation is obvious. Such is the case for the first cycle year of language arts. Recall from Figure D that in language arts, no districts purchased 76% or more of their texts in the first year for elementary or high school. The explanation for this lies in the fact that the language arts textbooks cycle began in FY 1982. This was the year of a drastic budget reduction and the money to purchase the texts was simply not available.

While the drastic single reduction in FY 82 accounts for this particular problem, it does not explain the general trend in delayed purchasing seen throughout most of the subjects. As mentioned earlier, even after three cycle years, only 51% of the districts had purchased at least 76% of their reading texts. There also exist significant differences between elementary and secondary school purchasing patterns within the same subject. For instance, in the case of language arts/literature, by the end of the second cycle year 80% of the districts had reached the 76% or more textbook level in their high schools, while only 30% of the districts had reached that same level for their elementary schools. All of this seems to indicate that while the timeliness of textbook purchases can be dramatically influenced by the current year appropriation, as in the case of FY 82, there are also more subtle factors which affect district purchasing. Probably the most important of these also relates to the budget. However, in this case, it is not a dramatic one-year reduction, but

rather the chronic underfunding of the textbook program. As mentioned earlier, since 1977 there has been a net difference between budget requests and appropriations of over 43 million dollars. The DOE has handled this in some years by extending cycles. In other years it has encouraged districts to delay purchases. At the district level the underfunding has forced districts to adapt by spending funds they receive in the first year of a cycle to supplement shortfalls in previous cycles rather than on the full purchase of basal texts in the appropriate subject. This process has so altered the system of cycle adoption that the strengths of a cyclical approach to textbook purchasing outlined earlier have been seriously undermined. More detailed information on district purchasing patterns is contained in Appendix D.

Conclusions—Funding of Textbook Program

Budget estimates and the corresponding budget requests for textbook purchases, submitted by the Department of Education, are relatively accurate estimates of the dollars needed to purchase textbooks when compared to after-the-fact calculations using actual enrollments.

Textbook appropriations for the past 10 years have been \$43 million less than budget amounts requested by the Department of Education.

A chronic pattern of underfunding--in relation to amounts required to maintain textbook purchasing cycles without interruption--is evident for the program.

Substantial budget reductions in fiscal year 1982 and chronic underfunding of the textbook program are the likely causes of a deterioration of the cycle system of textbook purchasing, resulting in insufficient texts at the local level and delayed purchasing of three or more years in some subjects.

Contract extensions and purchasing delays caused by inadequate funding have distorted the adoption cycle, making it ineffective in meeting its statutory intent concerning current texts and equalized funding.

Recommendation 1

The General Assembly should fund the textbook program to a level that allows full basal purchases of texts within the subject area of the new cycle in the first year of funding. The local districts should be required to adhere to the purchasing pattern set out by cycle grouping and Department of Education policy.

Recommendation 2

To assure more adequate and consistent funding for this program, the General Assembly should either:

- declare, within statute, that textbook purchases shall be considered a necessary governmental expense, to be funded accordingly, and to the extent necessary

to provide adequate, quality textbooks, on a timely basis, to all public school children in the elementary (and secondary) grades;

or

- place textbook funding within the Executive Budget of the Commonwealth in a manner similar to the School Foundation Program, so that if actual expenditures exceed appropriations, the Secretary of Finance and Administration, with the Governor's approval, may increase appropriations to meet the documented need.

Recommendation 3

In future biennial budgets, the General Assembly should permit any unexpended General Fund balance for textbook purchases in the first fiscal year to be carried forward to the second year of the biennium, rather than lapse back to the Treasury.

Recommendation 4

The General Assembly should amend KRS 156.400 to eliminate the provision that allows the Superintendent of Public Instruction to vary adoption contracts from the legislatively mandated cycle length.

Recommendation 5

The Department of Education Division of Textbooks should reorganize the subjects within current adoption groups I-VI in a manner which provides equalization of the budgetary impact over the cycle length, which would assure compliance with KRS 156.400.

Conclusions - Ensuring Compliance by Local Districts

The Division of Accreditation lacks specific criteria to satisfy the definition of "sufficient quantities...of textbooks" which local districts should provide to students.

There is no regulatory authorization for the Division of Accreditation to enforce tentative or unofficial requirements currently being used by accreditation team members.

A significant number of districts are not meeting the standards for "sufficient quantities of textbooks" in their schools, based on the self-reporting format used by the Division of Accreditation.

The DOE does not have a system in place for ensuring that local districts are purchasing texts the first year of an adoption cycle.

Local district textbook purchasing has not followed the intended pattern of the cyclical adoption system.

Recommendation 6

The Department of Education should amend 702 KAR 1:005 to include the Department of Accreditation's "Tentative Textbook Purchase Requirements for Full Programs," and officially incorporate it into the Department of Accreditation Standards for Curriculum.

Recommendation 7

The Department of Education's Textbook Division should adopt monitoring procedures to ensure that local districts are purchasing texts in the first year of each adoption cycle. Districts failing to do so should have purchases made for them by the Division of Textbooks and such purchases recorded against the appropriate local districts' account balances.

Comparison of Kentucky's Textbook Cycle With Preferred Cycle Length

The first part of this chapter noted that contract extensions interfere with providing textbooks on a timely basis. Educators believe that the cycle without extensions is already too long. This section discusses other states' cycle lengths and educators' responses to the Kentucky cycle's ability to provide quality textbooks to students.

National Average

The established six-year cycle without extensions in Kentucky falls into the nationwide average, which is commonly five to seven years in length. According to a recent report by a national educational association, "In an effort to ensure the use of the most up-to-date instructional materials in critical fields, some states are shortening their adoption cycles, and thus the length of time a book is used."¹

Thirteen of the twenty-two adoption states (including Kentucky) have a six-year adoption cycle. The remaining nine states use a four-year or five-year cycle. The average adoption cycle for the twenty-two adoption states is five years in length. An alternative chosen by a few of the states is to supplement their six-year cycle with a four-year cycle for subjects that are perceived to have a high rate of change in the accuracy of subject content or for which books show a high percent of physical wear.

To determine the satisfaction in terms of material longevity or content relevancy, as affected by a six-year adoption cycle, the local school districts and Textbook Commission members were surveyed.

Durability

In regard to material longevity or the durability of a textbook, 56% of the local districts were not satisfied with a six-year adoption cycle. Durability is a problem that is widespread across subjects and grade level. While fifteen percent of the respondents stated that durability is a problem in all grades, other districts stated their problems were concen-

trated in certain subject areas. These subject areas are those which have a high rate of daily use in the classroom and additional use at home. The textbooks which deteriorate the most are math texts, as reported by twenty percent of the districts. Other significant problem subjects are English/literature (13%), social studies (12%), and reading (10%).

When asked about a six-year cycle in regard to durability, the textbook commissioners varied their comments depending on the grade level, subject and construction of books. Two commissioners felt that durability was a particular problem in high school. Another commissioner thought that elementary spelling and math texts could not withstand physical wear over a six-year period.

When asked for a recommended cycle length in regard to durability, a majority of textbook commissioners supported a four-year cycle. Sixty percent of the local districts also preferred the four-year cycle.

Accuracy

Accuracy of content is another concern regarding the six-year cycle. The majority (56%) of the local districts felt that a six-year cycle was satisfactory. The districts who responded negatively to the satisfaction of a six-year cycle thought that in certain subjects accuracy of information becomes outdated more rapidly. Science (34%) and social studies (29%) were each stressed as subjects with a high rate of change in content and updated information. Other areas of concern include health, computer science and vocational studies.

The textbook commissioners also expressed a preference for shortened cycles, especially in the areas of science, history, social studies, computer science and electronics. They felt that shortened cycle lengths would help to assure accuracy and timeliness of information for the students.

The favored shortened cycle was four years. Forty-four of the local districts, as well as a majority of the textbook commissioners, favored a four-year cycle for accuracy of content in textbooks.

Even though responses by districts to the question of whether a six-year cycle is realistic in regard to content and durability were almost equally divided, a consensus emerged. Sixty percent of the districts that expressed dissatisfaction with the six-year cycle, in regard to both accuracy and durability, chose four years as a realistic cycle, at least for certain subjects, and the textbook commissioners agreed. These concerns and suggestions mirror other states' experiences.

While Kentucky's established six-year cycle reflects the current national average of five to seven years, the routine contract extensions are inconsistent with the intent of Kentucky's six-year textbook cycle. As national standards are being revised to meet advancements in subject contents, Kentucky's textbook cycles continue to fluctuate. It should be noted that since 1984 there have been two seven-year cycles as a result of contract extensions, and one cycle has already been extended in the future.

Conclusions

Other states are assessing the need to allow shorter cycle lengths for academic advances in specific educational fields, such as science, social studies and computers. Forty-four percent of Kentucky's local districts and a majority of the Textbook Commission feel that textbooks in certain subjects and grades cannot withstand the physical wear of a six-year cycle and that cycles of four years or less are appropriate for rapidly changing subjects.

Recommendation 8

The Department of Education should study the need for varying the cycle lengths for textbooks. This study should address the differing needs relating to durability, content changes and grade level of use. The Department of Education should report its findings and recommendations to this committee by September 1, 1987.

CHAPTER IV

STATE LEVEL TEXTBOOK SELECTION SYSTEM

This chapter first addresses the goals and intents of Kentucky's centralized textbook selection system and then discusses the overall process of textbook selection as carried out by the Textbook Commissioners. The last section reviews the organization and structure of the Textbook Commission.

Weaknesses in the state level selection system exist in three areas. First, there is a lack of consensus and direction pertaining to the goals and intents of the state-level selection system. Second, the Textbook Commission's organizational structure is inadequate, given the amount and diversity of work involved in reviewing a voluminous number of textbooks. Finally, DOE review practices and selection methods and criteria used by the Textbook Commission are ill-defined and inconsistently applied compared to practices in some other states and national research guidelines.

Recommendations are offered that would mandate the incorporation of additional expertise and defined review criteria into the selection structure and process. Other recommendations address the need for defining goals clearly through coordination of DOE functions and guidance from the Board of Education and Superintendent of Public Instruction.

Goals and Intents of Kentucky's Centralized Textbook Selection System

The following sections address the goals and intents of the state textbook selection system as dictated by law, perceived by textbook Commissioners, and indicated by research of other adoption states.

Legislative Mandate

Kentucky law designates the existence and composition of the Kentucky Textbook Commission and directs it to compile a list of ten books and/or programs for each subject and grade in a given adoption year.

KRS 156.405 establishes the membership, its qualifications, remuneration for work, and its meeting format (open to public). KRS 156.435 mandates the Commission to "select, approve, and publish a list of ten (10) books and/or programs in each subject and grade, taking into account the needs of various types of school organizations." It also states that the Commission "shall not list more than one book or program for the same subject and grade from the same person, firm, or corporation." Furthermore, the Commission is given the authority to reject any book which contains subversive material, and to add books to the state list when there are fewer than ten books per subject per grade.

The language of the statute suggests that the goals and intents of the legislature pertaining to the Commission and textbook selection include the following:

- The State Textbook Commission is to act as a screening entity for the local districts by limiting the available choices to ten books per subject per grade and by listing no more than one book (per subject per grade) from the same publishing company.
- The Commission is to act in the role of censor by identifying and rejecting “subversive” materials.
- The Commission represents classroom teachers, administrators, university professors, and parents, as designated by the qualifications set by statute, and further reflects both rural and urban perspectives.

The statutes do not specifically state the purpose for limiting the number of books to ten. The law does not direct the Commission to adopt a list with the ten “best” books, so the list’s composition may include some quality books and some lacking in quality. The intention of the ten-book list may be simply to place a reasonable limit on the amount of review work by local districts. However, this intent is not made explicit; therefore, the purpose of the ten-book limit remains vague.

Goals and Intents of the Commission Members

Neither statutes nor the DOE policies provide the Textbook Commission with a clear statement of purpose. The current organizational placement of the Textbook Division within the Department of Education may, in part, explain why there is ambiguity concerning the Commission’s purpose. The Division of Textbooks became the Division of Instructional Media in July of 1972. Under this organizational structure, the school media consultants were placed with the Division of Textbooks, but in July of 1980 these consultants were moved to The Division of Program Development in the Bureau of Instruction. The textbook operation became the Division of Free Textbook Services and was placed in the Bureau of Administration and Finance. From this point on the textbook division has viewed itself more as the administrative function distributing textbooks, while the “courses of study” concerns shifted to the Division of Program Development. This shift in policy, as reported by DOE personnel, has left the State Textbook Commission without the support it needed to develop a clear philosophy of purpose.

Interviews with Commissioners indicate a lack of consistency in purposes and methods. Five Commissioners spoke of making the best possible list of textbooks available to local districts. The other five viewed their purpose in terms of screening, censoring, or “weeding out” bad books. For example, four members stated that they had, on occasion, served in the role of censor, deflecting controversial materials before they reached the local district selection committees. Additionally, individual members mentioned the following goals: selecting books based on cost consideration, making the local districts’ jobs easier by narrowing the list to 10, and acting as a buffer to curtail inappropriate sales tactics by publishers’ representatives during the statewide selection process.

This lack of consensus regarding the Commission's purpose exists at the local level as well. When local school superintendents were asked to give their impression of the state adoption list, 60% viewed it as an initial screening instrument used to narrow the number of books available, while 40% viewed it as a selection of the ten best books.

The present director of the Division stated that selection goals are left up to the interpretation of individual Commission members. Under the previous division director, a written policy was promulgated. This policy stated that the Commission's primary purpose was to select and list textbooks that were relevant to the school curriculum, would contribute to the learning process, would make effective teaching and learning tools, and would meet the diverse needs of the pupils throughout Kentucky. Furthermore, the policy stated that the Commission was to "list the most suitable programs (textbooks) for adoption by Kentucky school districts." Accordingly, the State Textbook Commission was to select and list textbooks according to the following characteristics:

- Textbooks that ensure the fulfillment of curricular objectives identified in the "Program of Studies for Kentucky Schools";
- Textbooks designed to promote sequential process from kindergarten to grade 12;
- Textbooks that reflect content written on the grade level;
- Textbooks that provide for student differences in ability, interests, achievement, and backgrounds;
- Textbooks that recognize that America's peoples take pride in their race, religion, and social backgrounds;
- Textbooks that encourage self-instruction;
- Textbooks that promote materials that call upon the learner's eye, ear, sense of touch, and kinetic propensities;
- Textbooks that are attractive and durable and meet the "Manufacturing Standards and Specifications for Textbooks";
- Textbooks that include a teacher's edition or manual and ancillary materials; and
- Textbooks that will generate inspiration and growth for both teachers and students.

Other States' Goals and Intents

A recent study by Michael A. Tulley summarized the intents of adoption processes of the 22 adoption states. The author collected information from statutes, agency documents, and perceptions of key players in the adoption process.

Analyses of these sources revealed nine major intents of the committees in adoption states. They are as follows, starting with the most commonly stated:

- | | |
|------------|--|
| Intent #1: | To achieve statewide uniformity of curriculum. |
| Intent #2: | To ensure the selection of textbooks of the highest quality. (Kentucky Commissioners mentioned this.) |
| Intent #3: | To reduce textbook costs. (Kentucky Commissioners mentioned this.) |
| Intent #4: | To save time and work for local school districts. (Kentucky Commissioners mentioned this.) |
| Intent #5: | To provide for public participation in the adoption process. |
| Intent #6: | To provide structure and order to the adoption process. |
| Intent #7: | To ensure the periodic review and updating of textbooks. |
| Intent #8: | To control the marketing practices of the textbook publishing industry. (Kentucky Commissioners mentioned this.) |
| Intent #9: | To protect local school districts from textbook controversy. (Kentucky Commissioners mentioned this.) ² |

One or more Kentucky Commissioners mentioned Intent #2, #3, #4, #8 and #9 as reasons for a statewide screening process. Although the goal of screening out the most undesirable books was not specifically mentioned on this list, Intent #4, dealing with assisting local districts in their selection process, and Intent #9, related to censorship, came closest to matching stated Kentucky goals.

Findings and Conclusions

The Commissioners and local districts primarily view the Textbook Commission as a first-line screening of textbooks. However, the perception of the purpose of that screening varies among Commissioners. Also, the philosophy of selecting textbooks is currently left to the individual interpretations of Commission members.

The following conclusions are made:

- There is not a clear statement of law outlining the purpose of the Textbook Commission other than its authority to reject subversive material and its responsibility to choose ten books for the state's list;
- There is not a clear policy set forth by the Commission regarding its purpose, nor is there a consensus among its membership regarding purpose; and
- There is a lack of guidance from the Department of Education pertaining to the purpose of textbook selection.

Recommendation 9

The Legislature should amend KRS Chapter 156 to state the goals and intents of a state level textbook selection system. It should include philosophy and policy regarding the selec-

tion of textbooks by the Textbook Commission and mandate an organizational structure capable of implementing its policy. The law should take into consideration but not be limited to the following goals and intents:

- selection of textbooks that comply with *The Program of Studies for Kentucky Schools: Grades K-12*;
- selection of textbooks that are durable and of the highest quality to serve the varying needs of Kentucky school children;
- purchase of textbooks through the cycle system, in order to ensure lower prices over the contract period;
- compiling an initial list of high quality textbooks, in order to save time and work for local districts; and
- state level selection of textbooks, which provides formal structure ensuring periodic review and updating of texts.

The Kentucky Textbook Selection Process

The following sections will address Kentucky's laws and practices involving the review and selection of textbooks. Relevant national research on textbook selection procedures and a review of other state policies will also be discussed.

Legislative Mandate

Kentucky law specifies few selection procedures and no review methods or criteria for selecting textbooks; it does set up an annual calendar of events and requires the Commission to conduct a hearing for the purpose of interviewing publisher agents and listening to presentations on textbook bids. It allows Commissioners to privately contact publisher representatives in regard to questions about textbooks but prohibits representatives from privately contacting Commissioners.

Policies and Practices of Textbook Commissioners And the Department of Education

The Kentucky Textbook Commission members voiced several concerns about the actual selection process. These included comments pertaining to the timing of the review process, the use of volunteer reviewers, the lack of training for Commission members, the confusion over roles, and the lack of communication with the Department of Education pertaining to curriculum guidelines.

Comments also centered around the lack of leadership shown by the Department of Education in terms of providing little or no training in textbook evaluation and not consistently providing guidelines or evaluation criteria in each of the subject areas. When asked what support services are provided by the Department of Education or the Division of Textbook Services to assist in selection, most Commissioners said there was no such assistance.

No formal criteria for selection have been offered by the Textbook Services Division. In some cases, guidelines in specific subjects, such as reading and science, have been generated by the Division of Program Development. However, there is no formal mechanism in place to incorporate these materials into the selection process. In a recent meeting of the Kentucky Association of Educational Supervisors (KAES), participants expressed concern that the new social studies adoptions (books on the state multiple list) did not incorporate guidelines from the “Kentucky Program of Studies,” which is the official curriculum description for public schools.

The lack of formal policy and procedures generates two problems. First, Commissioners are left to evaluate and select books according to their own interpretation of the purpose of state selection. One’s selection procedures may be quite different if one is looking only for the highest quality books than if one is merely seeking to screen out bad or controversial books. Secondly, the actual methods involved in reviewing books and eliciting evaluations are not consistent.

For example, not all of the Commissioners said that they personally reviewed the textbooks. None said that they developed or used specific evaluation instruments to review books. When asked specifically what they looked for in a text, they listed the following areas: physical appearance (e.g. graphics, maps, size of print), controversial issues, ancillary materials, accuracy of content, readability, and compliance with curriculum standards. There does not appear to be a uniformity among Commissioners in conducting reviews or a general reliance on set standards or criteria.

The process of using volunteers is also non-directed. In selecting books, nine of the ten Commissioners have local teachers or principals review the textbooks during summer break. Three said they used expertise from local colleges and two asked children to advise them. Most, but not all, of the ten Commissioners review the books personally if the subject is in their area of expertise. Specifically, some members found it difficult to enlist the aid of other teachers to review books during the summer months. Individual members expressed the need to be able to pay volunteers to take part in a lengthy review process, in order to ensure more thorough evaluations of books. It should be noted that the resourcefulness of the Commissioners in soliciting reviewers allows for broad-based input. However, problems arise because of the lack of systematic methods of evaluation and the use of known standards and criteria.

The final phase of the selection process is also affected by the lack of standard policies and procedures. This is the phase in which Commissioners actually meet and select the final multiple state list. Staff observations were made of a recent Commissioner meeting in which social studies books were adopted. In this meeting, members expressed their likes and dislikes about books, but no formal tallying or ranking of books was made. During the final phase, by suggestion of the chair, the Commission agreed to list for high school a certain number of lower reading ability level books, a certain number of higher level books, and fill in the middle with “at grade level” books. Because of the decision to group books

by reading level, several books which had been evaluated as acceptable were eliminated. Also, in the case of elementary books, there were fewer than ten books bid in a particular area and Commissioners simply selected all the books for inclusion on the adoption list. This decision illustrates the lack of clarity regarding the purpose of adopting ten books rather than adopting any number of quality books.

It should be noted that part of the previously mentioned past written policy of the Commission has as one of its specific criteria to select “textbooks that reflect content written on the grade level.” The policy explains that “The Commission recognizes that there is a need for books written below grade level and that there always will be; however, the Commission believes that so long as textbooks are published below grade level, many children will not stretch or be challenged to grow to a higher reading level.” This criterion was not used in the recent social studies adoption, illustrating again a lack of consistency in policy guidelines.

Furthermore, the statutory limitation of ten books per subject per grade for the adoption list is technically not honored by the Commission. Alternate “lists” have been approved to allow for the inclusion of functional (special education) and advanced placement (college level) textbooks. There is no written policy to explain the purpose and specify the use of these alternate lists. Therefore, adoption policy appears to be what the Commissioners decide it shall be at the adoption meetings.

It should be noted that there is also a point of law that limits the final composition of the ten-book list. KRS 156.435(1) directs the Commission not to select more than one book or program for a given subject and grade offered by the same “person, firm, or corporation.” If Commissioners are to select the books that serve the needs of public school children, this limitation may be counter-productive. Furthermore, the consolidation of many smaller book companies by larger corporate entities has made it increasingly difficult to determine whether the named publishing entity is the “person, firm or corporation,” or if the parent corporation is the “person, firm or corporation.” It has been to the advantage of the parent corporations to have the named publishing entity be considered the “firm” so that more of their books could be bought without violating KRS 156.435(1). Publishing companies which are not consolidated here felt that this statute restricts their ability to bid on books.

Part of the overall problem for the Commission has been that neither the Board of Education nor the Department of Education has provided continuity of leadership and guidance. The Superintendent of Public Instruction and the Board of Education have provided no policy guidelines to Commissioners on philosophy of selection or methods. Furthermore, in the past two years, the Division of Textbook Services has had four directors or acting directors. Commissioners were asked if this rate of turnover had affected the textbook program. All but one Commissioner felt that the turnover of directors had a negative effect on the Commission’s work that lack of leadership by the division in areas of policy and procedures, as well as lack of continuity in managing the program was a consequence

of turnover, as well as lack of continuity in managing the program. Furthermore, several Commissioners commented specifically that more support and training is needed for members.

In an attempt to examine how local districts were affected by the state selection system, local districts were asked about their satisfaction with the state selection process. Eighty percent of the districts answered “yes,” when asked if they were satisfied with the state selection process which leads to the adoption list; twenty percent answered “no.” A few districts made comments pertaining to improvements that could be made in the state selection process. Seven districts suggested establishing committees of teachers to examine books and then make recommendations to the Textbook Commission. These commentators felt that the Commission, as it presently functions, faces an impossible task. Six districts said that the adoption list does not always reflect good books and that the selections do not always meet the essential skills standards established by the Department of Education.

National Research Perspective on the Textbook Selection Process

The following section addresses the textbook selection process from a national and research perspective.

Kentucky is not the only state to experience the problems outlined in the preceding sections. The following conclusions were drawn from an in-depth survey of the twenty-two adoption states:

- Criteria used for evaluation do not always relate to current instructional practice;
- Appropriate training for evaluators in using specific criteria is clearly lacking;
- Duplication of effort at the state and local level in evaluation raises questions about the efficiency and effectiveness of the process;
- Reviews at the state level are not uniform and the textbook commission members often rely on others to do the actual reviewing; and
- The translation of evaluators’ reviews into final votes for adoption is unclear in most cases.³

Given that Kentucky and other adoption states face similar obstacles in selecting quality textbooks, the need for an integrated, research-oriented perspective is crucial. There is an increasing volume of academic research literature regarding the selection process.

According to a recent article in *Curriculum Review*, the selection process should consist of three phases. These include the screening of materials, the matching of educational needs to the materials, and the actual selecting of the materials.⁴ Initial screening can

eliminate many options on the basis of technical qualifiers, such as copyright date, cost, and durability. Further screening then identifies and evaluates the textbook's rationale or approach to learning. Books are then reviewed and evaluated for readability, accuracy, currency, and sex/religious/racial biases. The second phase involves matching school districts' characteristics with the books; the last phase constitutes the final selection. It is the first phase, the initial and in-depth screening, that the Kentucky Textbook Commission is responsible for. Local districts are responsible for selecting the books from the multiple list that best fit their own needs.

Many other states develop general and specific criteria to evaluate textbooks. Table 3 is a compilation of salient selection criteria as distilled from a review of relevant research and other states' practices. These criteria and indicators are general and may be used in the selection for any textbook. The development of evaluation methods and specific criteria would aid Commissioners and local districts in the selection of textbooks.

Conclusions

Kentucky law does not outline a philosophy and method of textbook review and selection.

The Board of Education and the Department of Education have taken a passive role in providing policy guidelines to the Textbook Commission.

The Department of Education has not provided adequate and timely materials and training to Commissioners in terms of evaluation criteria and methods.

The review, evaluation and selection procedures of the Commission are left up to individual members' interpretations and practice, and not based on acceptable standards applied uniformly.

Research literature supports the use of developing criteria and procedures for evaluating and selecting textbooks.

Recommendation 10

The Legislature should amend KRS Chapter 156 in order to ensure a more effective and systematic state textbook selection system by:

- allowing Commissioners to select any number of textbooks deemed suitable for the state adoption list without regard to the publishing person, firm or corporation;
- requiring the Department of Education to develop subject-specific curriculum requirements as they relate to textbooks;
- requiring the Department of Education to develop and implement uniform review procedures and general and subject-specific criteria for use by Commission members and expert reviewers; criteria for textbook selection should be developed in five broad areas: content, audience, format, readability, and ancillary materials.

TABLE 3
MAJOR SELECTION CRITERIA
AND SPECIFIC INDICATORS

TEXTBOOK SELECTION CRITERIA	RECOMMENDED INDICATORS
CONTENT	(1) Continuity of content (2) Skills taught in sequential order (3) Representative; non-biased, reflects cultural diversity (4) True, authentic content (5) Adequate scope to cover intended subject(s) (6) Presentation of controversial issues (7) Major theorists, key concepts are identified (8) Reinforcement of skills and new concepts systematically (9) Should facilitate the development of independent study and comprehension (10) Correlation of content with local, state, or national scope-and-sequence guidelines
AUDIENCE	(1) Grade level(s) (2) Cultural backgrounds(s) (3) Prior knowledge level (4) Learning skills/ability of students (5) Overall purpose/objective of class(es)
FORMAT	(1) Aesthetic appeal (2) Content arrangement (3) Appropriate use of illustrations, photographs, charts, tables to complement content
READABILITY	(1) Sentence length (2) Word complexity (3) Writing style (4) Appropriate reading level for intended audience
ANCILLARY MATERIALS	(1) Encourage expansion of student skills beyond mastery of basic text (2) Teacher's edition easy to use and includes a bibliography (3) Texts, study materials and teacher manual . . . each component should be coordinated with the other program components (4) The availability of supplemental materials

Note: Initial screening criteria include physical durability of book, cost, and copyright date.

SOURCE: Criteria compiled from review of educational literature.

Organization of Kentucky's Centralized Textbook System

The organization of a centralized textbook selection entity should be considered both in terms of the number of individuals involved and the composition of the group as a whole. Given the problems selection committees face in reviewing and judging a great volume and variety of textbooks, organization is an important factor in an effective selection system. The impact of committee organization on the textbook market and selection process was demonstrated by a recent research project undertaken by the National Association of State Boards of Education (NASBE), which included a review of selection committees and procedures across the United States. Several conclusions that relate to the organization and composition of selection committees were made. These included:

- The volume of books to review is too great. Publishers print for “looks” because many committees only have time to “thumb” through books;
- Publishers over-invest in decorative pictures and leave less and less space for text. This is done because publishers believe reviewers give books only cursory perusal; and
- Textbook selection committees are dominated by teacher preference and parental politics. Few members have knowledge of recent research addressing accuracy and content.⁵

In an attempt to see if the organizational structure of Kentucky's Textbook Commission also suffers from compositional problems, staff reviewed the legislative mandate related to organization, commission members' observations of its own structure, and committee organizations in the other adoption states.

Legislative Mandate

Kentucky law directs the Board of Education (upon recommendation by the Superintendent of Public Instruction) to appoint a ten-member Textbook Commission including teachers, school administrators, lay citizens, one college professor, and the Superintendent of Public Instruction. It further directs the Superintendent to consider the urban-rural mix of the membership and include both elementary and secondary teachers. The law does not specify that certain subject areas should be represented by the members. Member expertise in particular subject areas is not a requirement.

Commission Members' Opinions

In an attempt to ascertain if Commissioners thought their organization and structure was a problem, interviews were conducted with individual members. Although most members did not suggest major reorganization of the Commission, some expressed concern about the structure of the Commission and its impact on fulfilling its mission. Commissioners referred to the excessive volume of work, the limited time frame to complete the

work, and the lack of representation of each subject area on the Commission. Members' suggestions included the following:

- It would be helpful to have each subject area represented by the membership; and
- Commissioners should be appointed by subject for one year or an advisory committee should be appointed to assist the members.

Other Adoption States' Committee Organization

In order to aid state adoption committees with the vast amount of work to be accomplished and guard against the selection of poor quality textbooks, other states have incorporated a greater number of individuals into the formal selection process.

In most cases, adoption states have expanded committees to enhance their selection procedures. For example, West Virginia has a thirty-member committee on which ten members serve for six-year terms while the remaining twenty, representing particular subject areas, rotate yearly. These twenty are selected according to their special expertise in the areas slated for adoption. In Florida, nine member councils are appointed for each subject adoption. These councils receive special training by the department of education in developing specific and general criteria for their area's textbook selection. The councils actually practice using the evaluation forms and criteria they develop. They are reimbursed for their traveling expenses and receive a daily stipend when working. Similar procedures exist in California, South Carolina, Mississippi, and Georgia. In California, for example, an advisory body (commission) is formed by the state legislature under which 9-15 member councils are created by subject area to review and evaluate books.

National research, other state practices, and Kentucky Commissioner comments all suggest that incorporating a larger number and broader representation of individuals into the selection committee structure would help address the problems of excessive workload and a lack of expertise.

Conclusion

The selection of quality books may be hampered by the excessive workload expected of a volunteer ten-member Commission. Also, specific subject area expertise may be required for the Commission to adequately evaluate textbooks.

Recommendation 11

The Legislature should amend KRS Chapter 156 to change the organizational structure of the state level selection system, in order to increase the effectiveness and efficiency of the Textbook Commission and the Department of Education. Components of the law should include:

- advisory committees for each adoption group, appointed by the Textbook Commission and composed of elementary and secondary teachers, experts in the given content area, and individuals apprised of recent research standards in textbook evaluation;
- remuneration for review work for the Commission and advisory committee members;
- initial screening of textbooks for compliance with technical standards and curricular guidelines initially screened by the Department of Education's Textbook and Program Development Divisions;
- training of Commission members and the advisory committee by the Department of Education's Textbook and Program Development Divisions in such areas as criteria development, selection and reporting procedures; and
- development of subject-specific evaluative criteria by and for the advisory committee upon approval of the full Commission.

CHAPTER V

THE SECONDARY SCHOOL TEXTBOOK RENTAL PROGRAM

Phase II of the textbook study workplan focuses primarily on funding issues in the secondary textbook program. It also summarizes legislative and regulatory issues and details administrative procedures. Earlier research during Phase I incorporated historical budget and expenditure information concerning textbooks, and has been reported in previous chapters. This chapter will concentrate on:

- (1) legislation and regulations regarding the high school textbook program;
- (2) administration of the high school textbook rental program by local districts as self-reported in a telephone survey of 25 districts; and
- (3) results from a questionnaire pertaining to funding for the high school textbook rental program sent to all school districts

These areas of discussion lead to the conclusion that (1) in 90% of Kentucky's high schools the rental program is a key source of revenue for purchasing textbooks; (2) management of a textbook program is a year-round job, with the most work occurring at the beginning (distribution) and end (inventory) of the school year; (3) rental fees only generate approximately 55% of the money necessary to provide high school textbooks, primarily because 43% of all textbooks are provided free to students; (4) the majority of local district superintendents, when surveyed, felt the state should provide textbooks free to high school students or students should provide their own textbooks. In short, the majority of respondents felt the rental program was a failure because it didn't cover all the program costs.

Legislation and Regulations

As stated in Chapter II, high school textbooks are selected by local school personnel from the approved State Multiple Adoption List, prepared by the State Textbook Commission. The subjects are grouped within the six-year adoption cycle, as are elementary subjects. However, school districts may choose up to ten programs for each subject in grades 9-12, rather than only three programs as in elementary grades.

While the K-8 grade textbook program is primarily funded by general funds, the high school program is currently funded through a rental program and/or local school district funding. KRS 157.110 authorizes a rental program and 702 KAR 1:005 limits the amount districts may charge. A survey of local district superintendents by the Program Review staff found that 90% of the respondents have a rental program.

The current rental fee may not be more than a maximum of \$4 per two-semester course and the deposit maximum is \$2 for each two-semester course. The regulation also requires parents to compensate school districts for lost, damaged or destroyed books, according to the age of the book; 100% of rental cost for one- and two-year old books; 75% for three- and four-year old books; and 25% for five- and six-year old books.

HB 924, passed in the 1986 Session of the General Assembly, requires school districts to establish a process whereby pupils unable to rent or purchase textbooks may be provided free textbooks. The legislation required informing parents of the program and also required the promulgation of regulations. Further, the legislation defined "indigent children" as those meeting the federal guidelines for the free and reduced price lunch program.

Following a public hearing, 702 KAR 1:005 was amended in October, 1986. It incorporated the statutory language regarding free textbooks. It gave the local districts the authority to ask parents to contribute toward rental and deposit costs the same percentage that they contribute to the cost of their children's lunches.

The regulation requires local districts to set policies and procedures whereby parents are given written notice at the beginning of the school year. Finally, the regulation requires records to be kept on the number of high school students receiving free and reduced price lunches, those requesting and applying for free or reduced rental textbooks, and those receiving free or reduced rental textbooks.

Administration of the High School Textbook Program

For this study, a telephone survey of twenty-five districts was conducted to obtain a description of how the program was administered. Districts chosen represented a statewide cross-section of both urban and rural districts as well as those having a rental program and those providing textbooks free to high school students.

While variation in operation and administration of the textbook program might be expected, results indicate more similarities than differences in actual practice.

Textbook Program Operation

Typically, for districts utilizing the rental approach, the largest workload occurs at the start of the school year. By that time, all books, including new orders, have been received, inventoried, and delivered to the high schools. Usually, the assistant principal and his secretary are responsible for collection of rental receipts from the students. A ledger is kept recording each student's name and books he or she is responsible for. In larger systems, either homeroom or classroom teachers may collect rental fees from the students.

Books are then distributed to the students, as they go to their various classes. Districts report that assignment and distribution of books normally takes about a day. Fee collection and completion of student records may take from a few days to more than one week, for the assistant principal and/or his secretary.

Additional work may occur at the semester break. Some districts have a book check at that time and have students pay for lost or damaged books. Also, students who change classes at that time may need to turn in some books and be issued others.

At the end of the school year, students must turn in books, and individual accounts must be credited, which takes a few days to accomplish. A few districts reported using deposits in the first year or two of the rental program, but this added greatly to the bookkeeping chores, and was discontinued. The main problem with deposits was that refunds could not be made until the very end of school. Individual checks had to be written for each student. One district said most of their students didn't even bother to come by the office to get their deposit refunded--an unanticipated problem.

Professional staff time is also consumed by ancillary duties: (1) the physical inventory of all textbooks after school closes, usually the responsibility of classroom teachers or department heads (summer); (2) preparation by the instructional supervisor of the annual textbook report to the state Department of Education (summer); (3) receipt, labeling, and numbering of newly purchased texts (summer); and (4) selection of textbooks for use the following year by instructional supervisors, teachers, others, (winter and spring). As can be seen, operation of the textbook program is a continuing year-round responsibility, with the most work occurring at the beginning and end of school.

In districts which offer textbooks free of charge to the students, the tasks noted above are similar, except that collection of rental fees and deposits does not occur. Much bookkeeping and accounting work is thus avoided. It is still necessary, however, to record the books assigned to each student at the beginning of school and check at the end of school to see that all are returned. Students or their parents are expected to pay for any lost or damaged books, just as in systems using the rental program.

Administrative Issues

When asked to compare administration of the current rental program with prior time periods when either the state provided textbooks free or students bought them, most respondents said it was easiest to administer when the state provided free textbooks. Some commented that the students took the best care of their books when the students had to purchase them, but also noted that purchasing created a financial hardship for some students.

Most respondents thought even if the state resumed the free textbook program for secondary schools, that it might be desirable to require every student to pay a deposit for their books. This would take some administrative time, but, in reducing loss and damage as well as encouraging responsibility on the student's part, it might be worth it.

In summary, for all districts participating in the textbook rental program for secondary schools, the following administrative/operational phases take place: (1) selection of textbooks; (2) receipt, labeling, numbering and storage of texts; (3) distribution of texts to students and collection of fees at the beginning of school; (4) collection of texts at the

end of school; and (5) year-end book inventory. The only phase omitted for systems which furnish free textbooks is collection of fees and associated accounting. All respondents agreed that fee collection, issuing of receipts to students, and subsequent year-end reconciliation is the most cumbersome and time-consuming step.

District Feedback Concerning the Rental Program, Funding, and Free or Reduced Price Textbooks

A questionnaire was sent to each school district concerning local funding for the high school textbook program. Questions were asked concerning textbook expenditures, sources of revenue, number of free and reduced textbooks provided and funding concerns. One hundred and one districts responded to the questionnaire.

Local districts are having to supplement textbook rental receipts with local funds in order to operate the program. For the ninety-nine reporting districts, expenses for the years 1985 and 1986 totaled approximately \$6,982,100, while rental fee receipts, non-refundable deposits, and monies for lost or damaged books totaled \$3,843,800, or approximately 55% of costs. In each year since the rental program began, fewer districts indicated that rental receipts covered program expenses—twenty-one in 1985, twelve in 1986, and two in the current school year.

Eighty-eight school systems reported shifting funds from other areas of the budget to cover operating deficits in the textbook rental program. Any one-year surpluses that did occur were uniformly carried forward to use for book purchases in the subsequent year.

Participation Statistics

According to the enrollment statistics supplied by districts responding to the survey, 146,495 students are enrolled and approximately 33% of this number—48,248 students—are eligible for free and reduced price lunches. Thus, the survey findings indicate at least one-third of secondary school students would qualify for free textbooks under the criteria of HB 924. Apparently, few districts attempt to charge students on a reduced rental fee basis (or sliding scale), since they report only 3,721 children who have been charged a reduced rental fee, and total receipts from this source of only \$38,200.

Books available totaled \$585,684 for the ninety-nine reporting districts. Based on reported enrollment of 146,495 students, the average number of books per student is four. Responses further indicate that 335,191 books, or 57%, are provided at the full rental fee, while the remainder, 250,493, or 43%, are provided free to students.

Note that the percentage of books provided free (43%) is higher than the percentage of students (33%) eligible for free textbooks. This may be attributable to three factors. Several districts indicated that some students who should pay rental fees fail to do so, or don't pay in full, but still are given textbooks. Also, some districts may have furnished free textbooks to poorer students who may nevertheless not meet the definition for indigent specified by the statute. Finally, replacement of lost or worn out books should account for part of the difference.

Opinions About the Rental Program

Although thirty-seven districts felt that students or their parents should be required to purchase their own books, the majority (fifty-one) disagreed, feeling that books should be provided free to the students. Similarly, in seventy-five districts, a majority said the state should pay for all textbooks. Other options which received significant support were to continue the rental program but supplement with state grants to cover documented operating deficits (thirty-five responses), and to require the state to purchase textbooks for the indigent and have other students purchase their books (thirty responses).

The rental program is considered a failure by fifty-two of the ninety-two districts which answered the question, "How would you characterize the textbook rental program?" Many (forty) replied that the idea of the rental program is fine, but that rental receipts have not covered the costs, which has been verified from previous questions.

Again, in regard to the final survey question, which solicited respondents' ideas on how to improve the rental program or substitute something else in its place, the majority (thirty-eight of sixty-four districts) said the state should provide free textbooks. Those who elaborated generally said that textbooks are as essential to the educational process as a teacher and classroom, while others noted the factors of equity among the students and cost to the districts. Several districts disagreed with the consensus, expressing the view that students or their parents should purchase their books. Others voiced a concern or suggestion that students be financially responsible in some way for their books, through a deposit fee, perhaps. One respondent noted that the loss and damage rate on books increased dramatically when they were provided free (compared to when students bought their books).

Some interest was expressed by legislators in having the state fund the purchase of textbooks for indigent students who are eligible for the free and reduced lunch program, thus eliminating the financial burden on local districts of meeting this expense. Appendix F defines the indigent student population and gives the associated numbers and textbook costs. Accordingly, staff estimated high school costs of \$1,348,657 in FY '89, \$1,649,228 in FY '90, \$1,688,005 in FY '91 and \$2,086,534 in FY '92 to do this. A motion made in the Program Review and Investigations Committee meeting of May 4, 1987, called for the Committee to add a recommendation to this report that the General Assembly fund the purchase of textbooks for secondary school students eligible for the free and reduced lunch program. That motion failed. Also presented at the May meeting were budget projections for both elementary and secondary school textbooks through FY '92. These estimates are included in Appendix F.

Summary

Local school districts are presently responsible for operation of the high school textbook rental program authorized by KRS 157.110. The Department of Education, through the Division of Textbooks, conducts initial textbook selection activities and serves

as well as central purchasing agent for the districts. According to most respondents, administration of the rental program is relatively complex and time consuming, particularly at the beginning and end of the school year. Rental receipts have met only 55% of program costs, so operating deficits have been covered by shifting funds from other areas of the local districts' budgets.

Students eligible for free textbooks comprise 33% of the high school student body, while reporting districts indicated an even higher percentage of books, 43%, are actually provided to students free of charge. This occurs for several reasons: some students who should pay rental fees do not, and still are furnished books; some districts provide books to students who may not qualify as "indigent," but nevertheless cannot afford books due to a family crisis or other problem; and some additional books are distributed due to loss or damage.

Most district staff feel that free textbooks should be provided to high school students as an integral part of their education. Perhaps for this reason, or because of the adverse financial impact of the program on practically all districts, the majority of respondents (fifty-two of ninety-two) said the rental program is a failure. Despite this finding, several administrators support placing some financial responsibility on students for their books, such as requiring deposits, or returning to outright purchase of books by the students themselves.

FOOTNOTES

1. Caroline B. Cody, *A Policy Makers Guide to Textbook Selection*, (National Association of State Boards of Education, 1986).
2. “A Descriptive Study of the Intents of State-Level Textbook Adoption Processes,” *Educational Evaluation and Policy Analysis*, Volume 7, No. 3, 1985, pp. 289-308.
3. Charles R. Duke, “A Look at Current Statewide Text Adoption Procedures.”
4. Harriet Talmage, “Selecting Instructional Materials,” *Curriculum Review*, 1984-85, Annual Index.
5. Cody.

APPENDICES

APPENDIX A

Statutory and Regulatory Requirements of Key Entities In the Kentucky Textbook Program and Related Audit Findings

The following is a brief description of the major roles fulfilled by four key entities: the Textbook Commission, the Department of Education (including the Superintendent of Public Instruction and the State Board of Education), the local districts, and the publishers.

Kentucky State Textbook Commission

Legislative Requirements. The primary textbook selection entity is the Kentucky State Textbook Commission. KRS 156.405 outlines the organization of the Commission, which consists of the Superintendent of Public Instruction (serving as secretary) and ten (10) members appointed by the state board of education upon the recommendation of the Superintendent. They are appointed for four-year terms with two appointments made per year, except every fourth year four appointments are made. This section further mandates the qualifications for Commission membership: eight members must have at least five years teaching or supervising experience in the public schools and a college education. Of these eight, five members should be active classroom teachers, two should be principals or superintendents, and one should be a faculty member at an institution of higher education. The other two members are lay citizens who must have children in the public schools. The statute also states that the Superintendent:

shall give due regard to representation from rural and urban areas and both elementary and secondary levels when both educational levels are included in the subject field or fields for which adoptions are to be made (KRS 156.405.2).

KRS 156.405 mandates that members shall serve without remuneration except for actual expenses while attending meetings; the meetings are public, and the Superintendent shall call the Commission into session no later than July 15 each year.

Other requirements of the law direct the Commission to select, approve, and publish a list of ten books or programs in each subject and grade no later than September 20 of any year an adoption is made (KRS 156.435). It also states that the Commission “shall not list more than one book or program for the same subject and grade from the same person, firm, or corporation.” Subsequent sections of KRS 156.435 give the Commission the authority to reject books containing subversive material, to add books to the state list when the list has fewer than ten books per subject per grade, and to designate, on or before May 1, books on the state list for use in school districts that fail to make adoptions before April 15.

Regulatory Requirements. The Kentucky Administrative Regulations (702 KAR 1:005) further direct the Commission to conduct a hearing (before the September listing) for the purpose of interviewing publisher agents and listening to presentations on textbooks submitted for listing and to hear any person or organization that may have complaints. Publisher representatives have generally been given fifteen minutes each to make their presentations. Regulations also give the Commission the right to inquire about possible publisher violation of “contract” laws and to cancel any contracts based on violations.

Superintendent of Public Instruction

The specific responsibilities of the Department of Education related to textbooks lies within the Division of Textbook Services. The primary statutory and regulatory duties of the Superintendent of Public Instruction are carried out by this division’s staff.

Legislative Requirements. The basic statutory responsibilities of the Superintendent include duties relating to the selection, purchasing, rebinding and disposal of textbooks, as well as the monitoring of contract violations.

In order to initiate and facilitate the process of the selection of textbooks by the Textbook Commission and local districts, KRS 156.400 directs the Superintendent to “arrange the elementary and secondary school subjects included in the state courses of study as prescribed by the state board of education into six adoption groups, except subjects with rapidly changing or highly technical content may be excluded from the grouping process.” The statute further specifies that “the six adoption groups shall be arranged as nearly equal in number and purchase cost as possible.” Each of these adoption groups is then considered every six years so that one group comes up for adoption every year. The Superintendent may call for contracts of less than six years or negotiate extensions for existing contracts and, furthermore, may delay a scheduled adoption one year when such is deemed necessary because of the lack of appropriated funds.

KRS 156.405 outlines the organization of the Textbook Commission. Section 1 states that the commission shall consist of the superintendent of public instruction and ten appointive members. Later in section 5 the following lines appear, “The members of the state textbook commission shall elect one (1) of its members as chairman and shall adopt rules and regulations for the procedure of the commission. The superintendent of public instruction shall be the secretary of the commission.”

The Superintendent has several statutory duties related to the bidding and purchasing of textbooks, as outlined by KRS 156.410. These include preparing manufacturing standards for publishers and all necessary forms for use in the selection process; advertising the subjects for which textbook adoptions will be made; and preparing the state multiple list once the Commission makes its selection.

Other statutory powers subject to the approval of the State Board of Education include allowing a percentage of the textbook appropriation to be used for the optional purchase of supplementary materials; purchasing textbooks for K-12 and distributing them

to public school pupils; purchasing other related material for free distribution; determining for what grades and subjects textbooks shall be provided; preparing requisition forms for local districts and ordering from the publishers; making rules governing the purchase and care of textbooks; and ordering payment for books received by local districts.

Furthermore, KRS 157.145 and 157.160 outline the duties of the Superintendent in regard to the rebinding and disposal of textbooks.

Miscellaneous responsibilities relating to textbooks include providing adopted textbooks without costs to children between the ages of 6-18 who are confined to correctional institutions and who are enrolled in elementary grades (KRS 157.190); causing an investigation to be made at any time to determine the need for the numbers and kinds of books requisitioned (KRS 157.190); and approving all pilot programs in local school districts.

State Board of Education

Legislative Requirements. The State Board of Education has several statutory responsibilities, most of which serve as “signing off” measures relating to textbooks. The following are duties of the state board as outlined by KRS 156.410 - 157.160, all of which are carried out upon the recommendation of the Superintendent of Public Instruction. The state board:

- shall have the authority to prescribe 1) rules and regulations pertaining to all textbook samples for use on the state and local level; and 2) shall have authority to prescribe rules and regulations relating to the agents and representatives of textbooks as to the number participating and the methods and procedures for use in textbook adoptions on the state and local levels (KRS 156.410, section 3);
- shall have the authority to prescribe rules and regulations for the listing by the state textbook commission, adoption of local adoption units, and the purchase of subject programs for the pupils in the public schools (KRS 156.437);
- may authorize school districts to select and use supplementary textbooks, etc. (KRS 156.447, section 1);
- shall have the authority to prescribe the conditions whereby a school district may make multiple textbook adoptions for the different school subjects by grades (KRS 156.474, section 1);
- shall have the authority to prescribe the rules and regulations to govern the purchase of the multiple-adopted textbooks for the school district (KRS 156.474, section 2); and
- may select suitable textbooks and other materials for children who are visually impaired in grades K-12; also shall have the authority to prescribe rules and regulations for determining the pupils eligible for such books, the number of books to be purchased, and the general administration of the program (KRS 156.476).

Furthermore, the state board has the statutory obligation to adopt administrative regulations to insure the availability of free textbooks to those pupils in grades nine through

twelve who are unable to rent or purchase textbooks and shall use the guidelines of the free and reduced price lunch programs to determine inability to rent or purchase textbooks. The regulations shall also provide for exceptional circumstances, under which pupils who do not meet free and reduced price lunch guidelines may be provided free textbooks (KRS 157.110, section 4).

Regulatory Requirements. The Kentucky Administrative Regulations (702 KAR 1:005, section 2) allow the State Board of Education to sell textbook samples reviewed by textbook commissioners and file receipts in the Division of Textbook Services.

Division of Textbook Services

The specific responsibilities of the Department of Education related to textbooks lies within the Division of Textbook Services. The aforementioned responsibilities and duties of the Superintendent of Public Instruction are primarily carried out by this division's staff.

Regulatory Requirements. The administrative regulations outline and direct the major operations of the division. The following is a list of summary directives to the division contained in 702 KAR 1:005:

- shall requisition . . . adequate textbook samples (solicit bids);
- may approve local districts using over 30% of the state elementary funds for supplementals if needed;
- shall prepare textbook budgets annually and allocate funds to local school districts, based upon the Kentucky General Assembly biennial appropriation, for the purpose of purchasing full basal textbook programs during the first year of each adoption and/or funding; after basal textbook needs are met, surplus funds may be used to purchase supplementary materials;
- shall process requisitions for textbooks from the local districts to the publishers for grades 9-12;
- shall provide local districts with requisition and inventory forms, provide an annual report and information necessary for districts to maintain efficient rental programs for grades 9-12;
- shall encourage and facilitate the transfer of surplus textbooks that may be in local school districts' textbook depositories; and
- shall forward local district requests to the bindery and make payment.

Local Districts

The local districts have both statutory and regulatory duties and responsibilities concerning textbook delivery. The entities making up local districts include local school superintendents, local boards of education, teachers, and pupils or parents.

Major statute requirements of the local districts are:

- the local board of education upon the recommendation of its local superintendent shall select, not later than April 15 of any adoption year, the state multi-

ple list books and/or programs for each subject and grade to be used as a basal text, in its school system for a period of six years and any extensions thereof (KRS 156.440, section 2);

- the local district may decline to make textbook adoptions and then shall use the books and/or programs on the state multiple list designated by the state textbook commission for each subject and grade for the adoption period (KRS 156.440, section 3);
- the local superintendent shall send to the Superintendent of Public Instruction a complete list of books adopted properly certified by the chairman and secretary of the local board of education (KRS 156.440, section 4);
- the local district may purchase supplementary textbooks, etc. in accordance with regulations adopted by the state board of education (KRS 156.447, section 3);
- each local superintendent making requisition for the books is custodian of the books in his/her district (KRS 157.150);
- each local superintendent may make obsolete textbooks available to the residents of his/her district (KRS 157.160);
- each local board of education shall file in the board's office its policies relating to the selection of textbooks and instructional material (KRS 160.340, section 2);
- each teacher in the public schools shall enforce the course of study, the use of legally authorized textbooks, etc. (KRS 161.170); and
- parents shall be responsible to the teacher for all books not returned by the pupil (KRS 157.140).

Regulatory Requirements. Regulations (702 KAR 1:005) require that local districts:

- with the approval of the Superintendent of Public Instruction and agreement with publishers, may pilot new textbook programs;
- shall start the replacement process of defective textbooks;
- are authorized, for elementary use, to use up to 30% of the elementary school textbook funds for the optional purchase of supplementary materials;
- with special instructional material needs may exceed the designated portion of their textbook funds upon written application to the Division of Textbook Services by the district superintendent;
- shall establish a per pupil allocation of funds to purchase equipment, materials and supplies (money from elementary textbook state fund);
- may use all or a portion of student fees as part of the per pupil allocation of funds to purchase instructional equipment, materials and supplies;

- shall survey teachers to determine their needs for above materials;
- shall make available free textbooks to all children in grades 9-12 who are unable to rent or purchase textbooks, using the guidelines for the free and reduced lunch program; shall adopt policies and procedures whereby pupils and parents are given written notice of the availability of free textbooks and keep records for documentation and compliance purposes which shall be made available to the Department of Education upon request;
- shall make textbook adoptions for all the subjects in the six adoption groups;
- may purchase adopted textbooks from one, two or three textbook programs for grades K-8 and up to ten programs for grades 9-12;
- may purchase any or all adopted textbooks in any number and combination based on identified pupil needs rather than grade level assignment;
- (local board of education) shall assume responsibility for the care of textbooks and return them to the Resource Bank Distribution Center when no longer needed;
- shall use their textbook allocation by March 1 of the year for which funds were allocated;
- shall establish annually a maximum rental fee of \$4 per two semester course and maximum \$2 deposit fee for same;
- shall requisition textbooks from the State Multiple List for grades 9-12 rental program from the Division of Textbook Services (textbooks are shipped to local districts);
- shall keep a complete record of all state-provided textbooks for grades K-8 and all textbooks purchased with rental fees for grades 9-12;
- shall request rebinding using Form FT-16 to the Division of Textbook Services;
- (district superintendents) shall make an accurate count of all state-provided textbooks for grades K-8 and all textbooks purchased with pupil rental fees for grades 9-12 under adoption;
- (local superintendent) shall assume responsibility for the disposal of unclaimed and old books; and
- parents of pupils shall compensate school districts for textbooks lost, damaged, or destroyed according to age of book - 100% of retail cost for one- and two-year-old books; 75% for three- and four-year-old books; and 25% for five- and six-year-old books.

Publishers

Publishing companies or their representatives operate in Kentucky in accordance with several laws and regulations. Statutory requirements (KRS 156.410-157.120) include filing with the Superintendent of Public Instruction information relating to the textbooks

bid (physical and conceptual features), filing fees, and performance bonds; furnishing books at the lowest available wholesale price; furnishing samples for the Commission's review and later for local district review; shipping by prepaid freight books to local superintendents; and issuing invoices for books and mailing these directly to the Superintendent.

Furthermore, the Kentucky Administrative Regulations (702 KAR 1:005) require that publishers file a list of gratis items furnished to local districts as part of their official bid; file with the Division of Textbook Services the name of a Kentucky firm or person upon whom process may be served; be held responsible for all defective books; substitute revised editions at a commission hearing when an old copyright was part of an accepted bid; invoice the local districts for grades 9-12; and label all Kentucky textbooks as the property of the Commonwealth.

Lastly, publishers operating in Kentucky are prohibited by regulation (702 KAR 1:005, section 4) to use "undue influence or unethical tactics," including unsolicited contact with Commission members, buying for or giving the Commission's members or local district selection committee members "meals, gifts, trips, entertainment, or any other items of monetary value to assure the listing, adoption and purchase of their textbook."

APPENDIX B

ADOPTION GROUPS

Adoption Group I—Social Studies

Elementary	Geography, American History, U.S. History, Interdisciplinary Social Studies, Kentucky Studies, Citizenship, Multidisciplinary Social Studies, Global Issues, World Civilization
High School	Citizenship, Human Geography, World Civilization, U.S. History, Basic Economics, Humanities, Law and Justice, Psychology, Political Science, Global Issues, Sociology, Anthropology, Special Education Functional Social Studies

Adoption Group II—Language Arts

Elementary	Language, Spelling, Handwriting
High School	English, Reading, Oral Communications, Dramatics, Journalism, Media, Composition, Functional Language Arts

Adoption Group III—Science

Elementary	Elementary Science, Introduction to Biological Science (Life Science), Integrated Science, Introduction to Earth-Space Science
High School	Integrated Science, Earth Science, Biology I, Introduction to Chemistry and Physics, Chemistry I, Physics I, Advanced Biology, Advanced Chemistry, Advanced Physics, Anatomy & Physiology, Special Topics in Biological Science, Special Topics in Physical Science, Functional Science

Adoption Group IV—Math

Elementary	Elementary Mathematics, General Mathematics, Pre-Algebra, Introduction to Algebra, Part I
High School	Fundamental Mathematics, General Mathematics I and II, Introduction to Algebra, Part I and II, Algebra I and II,

Geometry, Trigonometry, Analytic Geometry, Math Functions, Advanced Math, Probability & Statistics, Introduction to Computers, Computer Math I & II, Consumer Mathematics, Business Mathematics, Calculus, Functional Mathematics

Adoption Group V—Music, Vocational Education

Elementary	General Music, Industrial Arts, Business & Office Education, Agribusiness Education, Home Economics, Practical Arts Education, Industrial Education
High School	General Music, Keyboard Class, Music Appreciation, Music History, Theory of Music, Conducting Vocal, Conducting Instrumental, Industrial Arts, Business & Office Education, Marketing & Distributive Education, Agribusiness Education, Home Economics, Health & Personal Service Occupations, Industrial Education Levels I, II, III, Public Service Occupations, Special Vocational Education Programs, Practical Arts Education

Adoption Group VI—Reading (K-8 only), Literature, Art, Foreign Language, Health & P.E.

Elementary	Reading (K-8 only), Literature, Art, French, Spanish, German, Russian, Latin, English as a Second Language, Health & Safety, Physical Education, Adapted Physical Education
High School	Literature, General Art I & II, Specialized Art I & II, French, Spanish, German, Russian, Latin, English as a Second Language, Health & Safety, Contemporary Health Issues, Functional Health & Safety, Physical Education, Adapted Physical Education, Driver Education

APPENDIX C

TEXTBOOK PURCHASE REQUIREMENTS FOR FULL PROGRAMS

K-8	One book per student per grade level for each subject taught except:
Music K-8:	1 classroom set per grade level per building
Health K-2:	1 classroom set per grade level per building
Literature K-8:	1 classroom set per grade level per building where literature is taught
Vocational 7-8:	See below

(K-2 purchases will be optional based on course requirements and individual school district needs.)

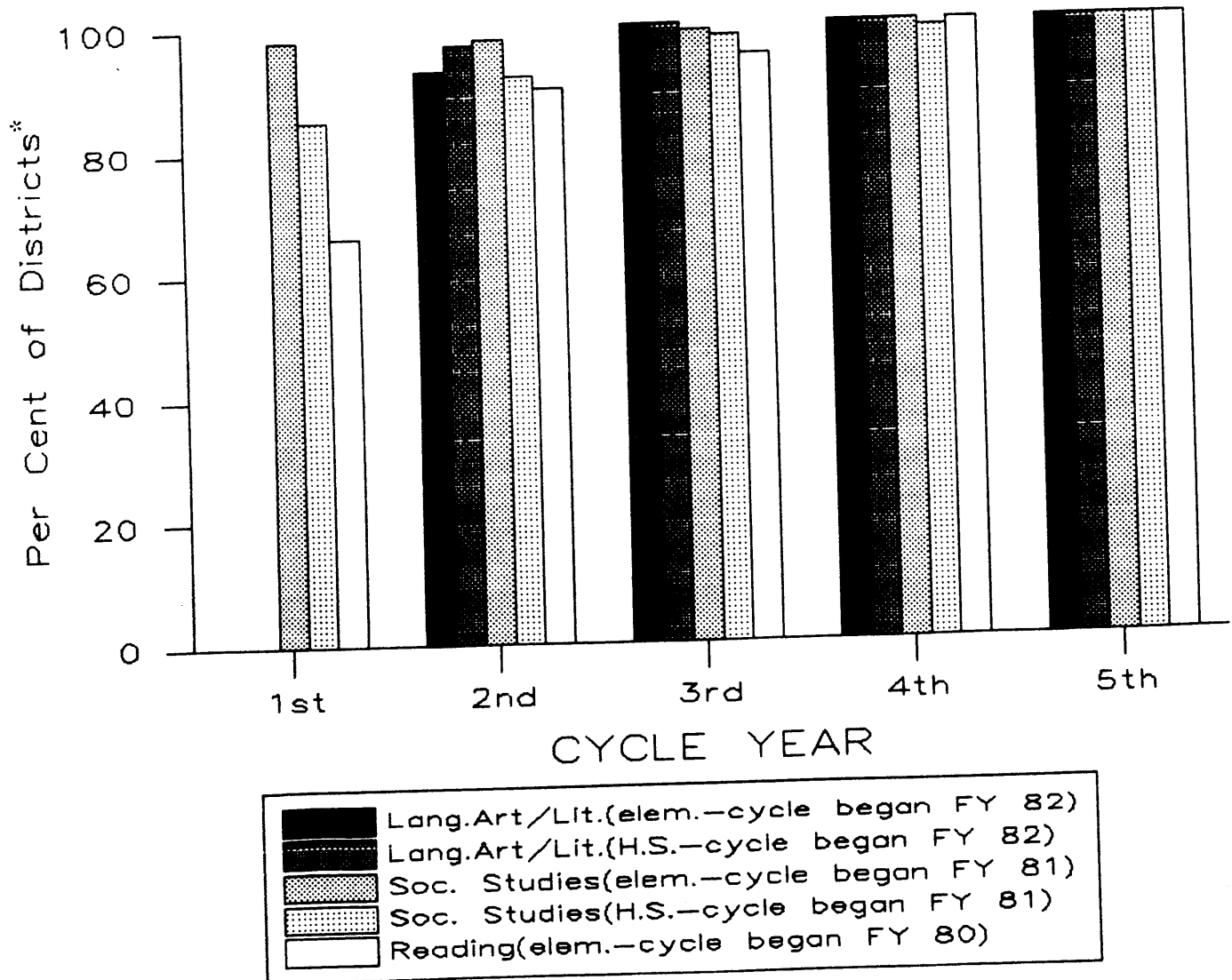
9-12	One book per student enrolled in a course except:
English & Lit.:	If alternate semesters, may purchase half English and half Literature
Voc. Education:	
Home Econ.:	Classroom set of 10 minimum (1 book for each 2 students preferred)
Agriculture:	One book for every 2 students in the largest class
Business Ed.	Classroom set with 1 book for each student station
Level I Ind. Educ. Courses:	Classroom set—24 for one section; 36 for two sections; 48 for three or more sections
Special Program Courses:	Classroom set to accommodate largest class.

(Physical Education, Choral Music, and Band do not require the use of basal textbooks and would not be required.)

(Purchases of full programs the first year of the adoption have only been required since the 1982-83 school year when Adoption Group II (Language Arts) was purchased. Therefore, some districts may not be in compliance with these requirements for Adoption Group VI (Literature, Art, Foreign Language, and Health) and Adoption Group I (Social Studies) until the cycle has been completed.)

APPENDIX D
PURCHASE INFORMATION

How Long Does it Take
Districts To Purchase At Least 51%
of Their Texts?



Source: Compiled from data supplied by the Dept. of Information Systems on behalf of the D.O.E.

*Percentage of districts having purchased 51% or more of their texts.
Percentages are cumulative.

PURCHASE INFORMATION
CYCLE AND PARTIAL CYCLE TOTALS

SUBJECT/CYCLE		DOLLARS	BOOKS	AVG. COST
Social Studies (1981-87)	Elem.	\$4,053,650	478,977	\$8.46
	H.S.	\$2,741,619	242,637	\$11.30
	TOTAL	\$6,795,269	721,614	\$9.42
Lang. Arts/Lit. (1982-86)	Elem.	\$6,976,833	1,552,768	\$4.49
	H.S.	\$2,889,842	299,045	\$9.66
	TOTAL	\$9,866,675	1,851,813	\$5.33
Reading** (1980-86)	Elem.	\$5,682,934	1,380,950	\$4.12
	H.S.	NA	NA	NA
Art (1982-86)	Elem.	\$33,873	2,948	\$11.49
	H.S.	\$32,679	2,871	\$11.38
	TOTAL	\$66,552	5,819	\$11.44
Foreign Lang. (1982-86)	Elem.	\$29,471	2,690	\$10.96
	H.S.	\$ 458,542	41,589	\$11.03
	TOTAL	\$ 488,013	44,279	\$11.02
Health/P.E. (1984-87)	Elem.	\$2,773,348	301,691	\$9.19
	H.S.	\$820,370	51,651	\$15.88
	TOTAL	\$3,593,718	353,342	\$10.17
Science* (1984-89)	Elem.	\$4,254,996	450,969	\$9.44
	H.S.	\$2,766,004	183,786	\$15.05
	TOTAL	\$7,021,000	634,755	\$11.06
Math* (1985-90)	Elem.	\$6,206,801	833,110	\$7.45
	H.S.	\$3,271,585	245,702	\$13.32
	TOTAL	\$9,478,386	1,078,812	\$8.79
Music* (1986-90)	Elem.	\$2,367,556	190,541	\$12.43
	H.S.	\$110,620	7,336	\$15.08
	TOTAL	\$2,478,176	197,877	\$12.52
Voc. Ed.* (1986-90)	Elem.	\$205,394	14,469	\$14.20
	H.S.	\$2,830,429	203,281	\$13.92
	TOTAL	\$3,035,823	217,750	\$13.94

* Totals represent only partial cycles.

**High School reading data was not analyzed

Source: Compiled from data supplied by the Dept. of Information Systems
on behalf of the Dept. of Education.



APPENDIX E

APPENDIX E

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Kenny Rapier
Majority Whip

Bill Lile
Minority Whip

TO: Program Review and Investigations Committee

FROM: Mary Yaeger *myf*
Program Review Staff

DATE: April 6, 1987

RE: Definitions of Indigency and its Applicability to
Kentucky's School Lunch and Textbook Programs

At the March meeting Dr. Don Branham, Deputy Superintendent for Programs at the Department of Education, gave copies of the income guidelines for the free and reduced price lunch program. Discussion ensued concerning appropriate income limitations for Kentuckians. I have prepared this memorandum to give you (1) the various definitions of indigence as commonly used by government agencies, and (2) an estimate of the number of school age children in Kentucky falling within the perimeter of those definitions.

The three definitions of indigence provided here are defined by the federal government and are solely based on the relationship between number of household members and household income. They are defined and illustrated below:

Yearly Income

(Household of Four)

Federal
Poverty Level

\$11,000

130% of Federal
Poverty Level

\$11,001 - \$14,300

185% of Federal
Poverty Level

\$14,301 - \$20,350

Memorandum to Committee
April 6, 1987

The detailed income eligibility guidelines from the Federal Register are attached for your information.

The Free and Reduced Price lunch program sets income limitations at the two higher of these three definitions. That is, any student's household income below 130% of the federal poverty level may receive a free lunch, and any student's household income below 185% but not as low as 130% can receive lunches at a reduced price. This then becomes the standard for free or reduced price textbooks as mandated in HB 924.

Tables I and II illustrate the number of children in Kentucky's public schools who fit these two definitions and have applied for free or reduced price lunches. Table I shows the percentage and number of districts that have one-fourth, one-half, three-fourths or up to 100% of their students in this lunch program. As you can see, approximately half of the schools have between 26% and 50% of their students in the program.

TABLE I
FREE AND REDUCED LUNCH APPLICATIONS AS A
PERCENTAGE OF SCHOOL MEMBERSHIP

N = 172 Districts

<u>0% - 25%</u>	<u>26% - 50%</u>	<u>51% - 75%</u>	<u>76% - 100%</u>
23% (39)	50% (86)	23% (40)	4% (7)

Table II lists the number of students K-12 who receive free lunches (33% of the school membership) and reduced price lunches (another 6% of the school membership).

TABLE II

**D.O.E. REPORT TO U.S.D.A.
OCTOBER, 1986
NUMBER OF FREE AND REDUCED LUNCH APPLICATIONS**

Total School Membership:	683,021	(100%)
Number of Participating Schools:	1,520	
Approved Applications Receiving Free Lunches (130% of Poverty Level or Less):	224,276	(33%)
Reduced Price Lunches (131%-185% of Poverty Level):	<u>41,826</u>	(<u>6%</u>)
Combined K-12 Free and Reduced Price Lunch App. Applications:	266,102	(39%)

Table III estimates the number of Kentucky children who are at or below the poverty level. This group is a poorer subset of those who receive free lunches. They constitute approximately 25% of all school age children. This group is not currently targeted for special consideration in the lunch or textbook programs.

TABLE III

**KENTUCKY SCHOOL-AGE CHILDREN AT OR BELOW POVERTY LEVEL
(Current Pop. Survey, March 1985, Bureau of Census)**

Grades K-8 (Ages 5-13)	130,409	(23.3% of 5-13 age group)
Grades 9-12 (Ages 14-17)	49,730	(25.4% of 14-17 age group)

Memorandum to Committee
April 6, 1987

Finally, on Table IV, I have used Vinson Straub's projection of textbook costs from FY 1989-1992 (see Appendix G) and shown the portion of total textbook costs that could be attributed to the students who meet the federal free and reduced price lunch program limitations. The first column is total full program funding, the second is K-12 costs for indigents' books, and the last column breaks out elementary school costs from high school. With this table you can see how full funding varies in dollars from funding only textbooks for indigent students.

js
Attachments

TABLE IV

**PROJECTED COST OF TEXTBOOKS FOR STUDENTS APPLYING FOR
FREE AND REDUCED LUNCH PRICES, FY 1989-1992**

FY 1989 - Language Arts

	Total \$	Projected From USDA Report *	Projected From DOE Estimates **
Elementary	\$12,404,338	-	\$5,705,995
High School	<u>4,995,025</u>	-	<u>1,348,657</u>
K-12	\$17,399,363	\$6,785,751	\$7,054,652

FY 1990 - Science

	Total \$	Projected From USDA Report *	Projected From DOE Estimates **
Elementary	\$10,914,972	-	\$5,020,887
High School	<u>6,108,255</u>	-	<u>1,649,228</u>
K-12	\$17,023,227	\$6,639,058	\$6,670,115

FY 1991 - Math

	Total \$	Projected From USDA Report *	Projected From DOE Estimates **
Elementary	\$10,639,638	-	\$4,894,233
High School	<u>6,251,872</u>	-	<u>1,688,005</u>
K-12	\$16,891,510	\$6,587,688.90	\$6,582,238

FY 1992 - Vocational Education

	Total \$	Projected From USDA Report *	Projected From DOE Estimates **
Elementary	\$ 7,297,903	-	\$3,357,903
High School	<u>7,727,905</u>	-	<u>2,086,534</u>
K-12	\$15,025,808	\$5,860,065	\$5,444,437

* Number based on DOE report to USDA, October, 1986, showed 39% of Kentucky membership received approved applications for K-12.

** Numbers based on internal DOE estimates of eligible children for school year 1986-87. 46% of elementary students to receive free or reduced price lunches and 27% of high school students to receive lunches.

INCOME ELIGIBILITY GUIDELINES

(Effective From July 1, 1986 to June 30, 1987)

Household size	Reduced Price Meals - 185%			Free Meals - 130%			Federal Poverty Guidelines		
	Year	Month	Week	Year	Month	Week	Year	Month	Week

48 CONTIGUOUS UNITED STATES, DISTRICT OF COLUMBIA, GUAM AND TERRITORIES

1.....	9,916	827	191	6,968	581	134	5,360	447	104
2.....	13,394	1,117	258	9,412	785	181	7,240	604	140
3.....	16,872	1,406	325	11,856	988	228	9,120	760	176
4.....	20,350	1,696	392	14,300	1,192	275	11,000	917	212
5.....	23,828	1,986	459	16,744	1,396	322	12,880	1,074	248
6.....	27,306	2,276	526	19,188	1,599	369	14,760	1,230	284
7.....	30,784	2,566	592	21,632	1,803	416	16,640	1,387	320
8.....	34,262	2,856	659	24,076	2,007	463	18,520	1,544	357
For each additional family member add..	+3,478	+290	+67	+2,444	+204	+47	+1,880	+157	+37

ALASKA

1.....	12,395	1,033	239	8,710	726	168	6,700	559	129
2.....	16,743	1,396	322	11,765	981	227	9,050	755	175
3.....	21,090	1,758	406	14,820	1,235	285	11,400	950	220
4.....	25,438	2,120	490	17,875	1,490	344	13,750	1,146	265
5.....	29,785	2,483	573	20,930	1,745	403	16,100	1,342	310
6.....	34,133	2,845	657	23,985	1,999	462	18,450	1,538	355
7.....	38,480	3,207	740	27,040	2,254	520	20,800	1,734	400
8.....	42,828	3,569	824	30,095	2,508	579	23,150	1,930	446
For each additional family member add..	+4,348	+363	+84	+3,055	+255	+59	+2,350	+196	+46

HAWAII

1.....	11,415	952	220	8,021	669	155	6,170	515	119
2.....	15,411	1,285	297	10,829	903	209	8,330	695	161
3.....	19,407	1,618	374	13,637	1,137	263	10,490	875	202
4.....	23,403	1,951	451	16,445	1,371	317	12,650	1,055	244
5.....	27,399	2,284	527	19,253	1,605	371	14,810	1,235	285
6.....	31,395	2,617	604	22,061	1,839	425	16,970	1,415	327
7.....	35,391	2,950	681	24,869	2,073	479	19,130	1,595	368
8.....	39,387	3,283	758	27,677	2,307	533	21,290	1,775	410
For each additional family member add..	+3,996	+333	+77	+2,808	+234	+54	+2,160	+180	+42

Authority: 42 U.S.C. 1758 Sec. 803 Pub. L. 97-35, 85 Stat. 521-535.

Dated: March 18, 1986.

Robert E. Leard,

Administrator, Food and Nutrition Service
[FR Doc. 86-0438 Filed 3-24-86; 8:45 am]

BILLING CODE 3410-26-02

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Minority Whip

M E M O R A N D U M

TO: Program Review and Investigations Committee

FROM: Vinson Straub *VS*
Program Review Staff

DATE: April 6, 1987

RE: Projected Budget for Textbook Purchases
Through Fiscal Year 1992

The following budget projections are based upon the current adoption schedule and expected enrollments, or membership, in each year. Note that the state cost will be limited to elementary textbook purchases if the present policy continues in the next two biennia. High school textbook costs will be borne by local districts, and are shown here for two reasons: (1) to illustrate the financial impact of purchases on local districts, and (2) to reflect the full scope of the textbook program, since high school purchases are processed through the division.

js
3241K

Current and projected biennial appropriations through fiscal year 1992, are summarized below:

ELEMENTARY GRADE TEXTBOOKS

Description	FY '87 Budgeted	FY '88 Budgeted	FY '89 Projected	FY '90 Projected	FY '91 Projected	FY '92 Projected
Textbook Purchases	14,746,800	9,930,300	12,404,300	10,915,000	10,639,600	7,297,900
Administration	<u>550,700</u>	<u>632,900</u>	<u>365,400</u>	<u>391,600</u>	<u>419,800</u>	<u>450,000</u>
Total Appropriations	<u>15,297,500</u>	<u>10,563,200</u>	<u>12,769,700</u>	<u>11,306,600</u>	<u>11,059,400</u>	<u>7,747,900</u>

In these years, freight cost for shipping books was included in administrative expense whereas in the projected years, freight expense is included in textbook purchase costs--hence the decrease in administrative expense.

SECONDARY GRADE TEXTBOOKS

(currently paid from local fund sources rather than state appropriation)

	FY '89 Projected	FY '90 Projected	FY '91 Projected	FY '92 Projected
Textbook Purchases	\$4,995,000	\$6,108,300	\$6,251,900	\$7,727,900

PROJECTED TOTAL TEXTBOOK PURCHASES, K-12 FROM STATE AND LOCAL SOURCES

	FY '89	FY '90	FY '91	FY '92
Total Textbook Purchases	\$17,764,700	\$17,414,900	\$17,311,300	\$15,475,800

Fiscal Year 1989

Language Arts - Elementary

<u>Subject</u>	<u>Cost Per Book</u>	<u>Membership</u>	<u>Total</u>
<u>Cost</u>			
K - All	\$14.04	25,854	\$ 362,990
1-4 Language	10.08	201,004	2,026,120
5-8 Language	15.33	190,473	2,919,951
1-4 Spelling	8.84	201,004	1,776,875
5-8 Spelling	9.81	190,473	1,868,540
1-5 Writing	3.87	249,059	963,858
Exceptional Children	14.04	7,000	98,280
		Sub Total	\$10,016,614
<u>Consumables Replaced Annually</u>			
Reading Readiness	3.90	53,450	208,455
Math I	6.46	53,450	345,287
Math II	6.46	49,136	317,419
		Sub Total	\$871,161
<u>Replacements</u>			
Groups III, IV, V, and I -			977,093
<u>Rebinding</u>			80,000
<u>Large Print Texts</u>			40,000
		Sub Total	\$1,097,093
Freight (equals approximately 3.5% of cost)			419,470
Total, Language Arts, Elementary			<u>\$12,404,338</u>

**Fiscal Year 1989
Language Arts - High School**

<u>Subject</u>	<u>Cost Per Book</u>	<u>Projected Membership</u>	<u>Total Cost</u>
English - 9	\$16.66	47,720	\$795,015
English - 10	17.02	44,928	764,675
English 11	17.57	44,894	788,788
English - 12	18.03	42,127	759,550
Composition 9-12	17.29	8,444	145,997
Reading 9-12	19.17	19,225	368,543
Oral Com. 9-12	20.06	2,695	54,062
Drama 9-12	19.20	3,054	58,637
Journal 9-12	19.56	4,312	84,343
Media 9-12	18.64	1,258	23,449
Exceptional Children 9-12	20.57	3,234	66,523
		Sub Total	<u>\$3,909,582</u>

Replacements

Groups III, IV, V, and I - \$786,529

Rebinding

80,000

Large Print Texts

50,000

Sub Total

\$916,529

Freight (Equals approximately 3.5% of costs)

168,914

Total, Language Arts, High School

\$4,995,025

Fiscal Year 1990

Science - Elementary

<u>Subject</u>	<u>Cost Per Book</u>	<u>Membership</u>	<u>Total Cost</u>
Science			
K-4			
5-8	\$14.04	222,668	\$3,126,259
	27.05	193,209	<u>5,226,303</u>
		Subtotal	<u>8,352,562</u>
<u>Consumables, K-5</u>	5.67	271,306	1,538,305
<u>Replacements</u>			600,000
<u>Rebinding</u>			35,000
<u>Large Print Texts</u>			<u>20,000</u>
		Subtotal	<u>2,193,305</u>
<u>Freight</u> (equals approximately 3.5% of cost)			<u>369,105</u>
Total, Science, Elementary			<u><u>10,914,972</u></u>

Science - High School

<u>Subject</u>	<u>Cost Per Book</u>	<u>Membership</u>	<u>Total Cost</u>
Science			
9-12	\$31.11	173,150	\$5,386,696
<u>Replacements</u>			480,000
<u>Rebinding</u>			25,000
<u>Large Print Text</u>			<u>10,000</u>
		Subtotal	<u>5,901,696</u>
<u>Freight</u> (equals approximately 3.5% of cost)			<u>206,559</u>
Total, Science, High School			<u><u>6,108,255</u></u>

Fiscal Year 1991

Math - Elementary

<u>Subject</u>	<u>Cost Per Book</u>	<u>Membership</u>	<u>Total Cost</u>
Math			
K-4	\$14.49	217,472	\$3,151,169
5-8	23.62	195,929	<u>4,627,843</u>
		Subtotal	<u>7,779,012</u>
<u>Consumables, K-5</u>	6.49	266,384	1,728,832
<u>Replacements</u>			727,000
<u>Rebinding</u>			35,000
<u>Large Print Texts</u>			<u>10,000</u>
		Subtotal	<u>2,500,832</u>
<u>Freight</u> (equals approximately 3.5% of cost)			<u>359,794</u>
Total, Math, Elementary			<u>10,639,638</u>

Math - High School

<u>Subject</u>	<u>Cost Per Book</u>	<u>Membership</u>	<u>Total Cost</u>
Math			
9-12	\$31.11	169,510	\$5,273,456
<u>Replacements</u>			727,000
<u>Rebinding</u>			35,000
<u>Large Print Text</u>			<u>5,000</u>
		Subtotal	<u>767,000</u>
<u>Freight</u> (equals approximately 3.5% of cost)			<u>211,416</u>
Total, Math, High School			<u>6,251,872</u>

Fiscal Year 1992

Music, Vocational Education - Elementary

<u>Subject</u>	<u>Cost Per Book</u>	<u>Membership</u>	<u>Books Needed</u>	<u>Total Cost</u>
Music 1-8	\$22.26	383,765	175,381	\$3,903,981
Vocational 7-8	25.27	98,464	49,232	1,244,093
Kindergarten	16.33	28,284	28,284	461,878
Exceptional Children 1-8	23.96	6,367	6,367	152,553
		Subtotal		\$5,762,505
<u>Replacements</u> Groups I, II, III, and IV				\$1,243,609
<u>Rebinding</u>				35,000
<u>Large Print Texts</u>				10,000
		Subtotal		1,288,609
<u>Freight</u> (equals approximately 3.5% of cost)				246,789
Total, Music, Vocational Education, Elementary				\$7,297,903

Music, Vocational Education - High School

<u>Subject</u>	<u>Cost Per Book</u>	<u>Membership</u>	<u>Number of Class Sets</u>	<u>Total Cost</u>
Music 9-12	22.26	171,578	5,490	\$ 122,207
Ind. Arts 9-12	31.11	171,578	7,035	218,859
Business & Office 10-12	27.41	119,483	82,324	2,256,501
Mktg. & Dist. 10-12	26.55	119,483	8,005	212,533
Agr. Bus. 9-12	33.80	171,578	16,643	562,533
Home Ec. 9-12	35.26	171,578	58,337	2,056,963
Hea. Serv. Occp. 11-12	19.35	75,053	901	17,434
Ind. Ed. I 9	29.91	52,095	4,324	129,331
Ind. Ed. II 9-12	36.16	171,578	18,359	663,861
Ind. Ed. III 11-12	37.84	75,053	5,329	201,649
Pub. Ser. Occ. 9-10	29.93	96,525	1,085	32,474
Spe. Voc. Ed. 9-10	35.26	96,525	2,799	98,693
Pract. Arts 9	30.89	52,095	3,595	111,050
		Subtotal		\$6,684,088
<u>Replacements</u> Groups I, II, III, and IV				742,487
<u>Rebinding</u>				35,000
<u>Large Print Text</u>				5,000
		Subtotal		\$ 782,487
<u>Freight</u> (equals approximately 3.5% of cost)				261,330
Total, Music, Vocational Education, High School				\$7,727,905

